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LETTER

FROM THE

SECRETARY OF THE TREASURY,

TRANSMITTING

A REPORT OF THE COMMISSIONERS OF IMMIGRATION
UPON THE CAUSES WHICH INCITE IMMIGRA-
TION TO THE UNITED STATES.

VOLUME I.
REPORTS OF COMMISSIONERS.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.

1892.

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ENFORCEMENT OF ALIEN CONTRACT LABOR LAWS.

LETTER

FROM

THE SECRETARY OF THE TREASURY,

TRANSMITTING

*Information to the House of Representatives pursuant to resolutions of
January 16, 1892.*

FEBRUARY 25, 1892.—Referred to the Select Committee on Immigration and Naturalization and ordered to be printed.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., February 22, 1892.

SIR: Under authority contained in sundry civil act of March 3, 1891, for the enforcement of alien contract labor laws, I appointed a commission in June last with instructions to investigate in Europe and report to me the facts respecting the importation into the United States of alien contract laborers, and, incidentally, to obtain all accessible information as to the immigration of other classes of aliens whose landing in the United States is prohibited by our laws. This commission consisted of Hon. John B. Weber, commissioner of immigration at the port of New York, as chairman, and the following-named special immigrant inspectors: Judson N. Cross, of Minnesota; Walter Kempster, M. D., of Wisconsin; Joseph Powderly, of Pennsylvania; and Herman J. Schulteis, of Washington, D. C. A copy of the written instructions under which these commissioners visited Europe is appended hereto and marked Exhibit A.

The members of this commission having performed their duties in the several countries of Europe, returned home in October and November last and submitted to this Department, through their chairman, their several reports on or about the 22d ultimo. As these reports with the accompanying exhibits are very voluminous and reached the Department without any index of their contents, I directed the preparation of a full index, and Dr. Kempster, one member of the commission, has been employed upon this work since the receipt of the documents by the Department. It was my intention to submit these reports to Congress as soon as this preparation had been made, as indicated in my annual report.

In partial response to the resolution adopted by the House of Representatives on the 16th instant, I now have the honor to transmit herewith the reports of the special immigration commissioners to Europe, with all accompanying documents. In doing so I venture to invite attention to the brief expression of my views in regard to existing immigration laws as contained in my annual report to Congress submitted in November last. It is further my opinion, confirmed by the results of the recent investigation in Europe, that any additional legislation by Congress for the regulation of immigration to the United States ought to cover the following features:

(1) The cubic air space for each immigrant passenger on board ship ought to be largely increased.

(2) I believe the present head tax of 50 cents each upon alien immigrant should be abolished, and would recommend the substitution of a special license tax upon the several steamships equal to \$1 for each alien immigrant brought by them, respectively, from any port of Europe to any port of the United States. The increased immigrant fund thus produced could be advantageously employed in further regulating immigration and preventing the importation of alien contract laborers.

(3) The owners or agents of each vessel engaged in bringing alien passengers to the United States should be required to furnish a bond in a sum not less than \$50,000, conditioned that they will return to the countries from which they came all alien immigrants brought by such vessels and found within two years from date of their landing to have been landed contrary to the laws of the United States.

(4) I believe that some system of preliminary inspection of immigrants before their embarkation at the European ports is absolutely essential to the proper regulation of the immigration business. If such a system of foreign examination could be placed under the general supervision of commissioners and inspectors appointed by this Government, and responsible in a general way to United States consuls in the various countries of Europe, I believe that much assistance would be derived from the voluntary and efficient coöperation of the owners, agents, and subagents of the various transportation companies.

Respectfully yours,

CHARLES FOSTER,
Secretary.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

EXHIBIT A.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., June 26, 1891.

GENTLEMEN: You are hereby designated a commission, with Hon. J. B. Weber as chairman, for the purpose of investigating in Europe the subject of immigration to the United States, under the provisions of the act prohibiting the immigration of alien contract laborers. You are hereby instructed to proceed to London, England, sailing from the port of New York without unnecessary delay. On arriving in London you will meet, organize in such a manner as will best promote effective work and economy of expenditure, and adopt and carry out proper measures for making a thorough inquiry as herein directed.

You will ascertain as far as possible and report to this Department—

The principal causes which operate in the several countries of Europe to incite emigration to the United States.

The extent to which the movement is promoted or stimulated by steamship or other carrying companies or their agents for the resulting passenger business.

The extent to which contract laborers are engaged, openly or covertly, for exportation to the United States, through what agencies, and for what classes of employment.

The extent to which criminals, insane persons, idiots, and other defectives, paupers or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to migrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, communities, or government authorities.

The extent to which and the manner in which, if at all, the steamship or other transportation companies, or their agents, inquire into the character or condition of intending emigrants with a view to rejecting those who come within the classes excluded by the laws of the United States, and generally what checks, if any, are applied in Europe to the migration to this country of members of the prohibited classes.

The extent to which such a preliminary inquiry by transportation companies or their agents in Europe can be made effective through the voluntary coöperation of the companies, and the best method of carrying it out. In this connection it is suggested that you confer, so far as convenient, with owners and agents of steamship lines at the principal ports of Europe.

Whether it would be practicable to adopt and apply an effective system of examinations of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable cost of maintaining such a system if adopted.

Whether there is any considerable migration from any European countries of adult males, unaccompanied by families, with the purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States, with the causes, if such movement exist.

You are requested, as far as possible, to localize your facts geographically.

You are expected to distribute the work among yourselves in such manner as will bring best results. You are authorized to employ, from time to time, such number of interpreters and stenographers as may be absolutely necessary to effective work, and at reasonable and usual rates of compensation.

At the close of your investigations you will assemble at some point for consultation prior to embarkation, and upon your arrival home you will submit a report, in writing, through your chairman.

Respectfully yours,

CHARLES FOSTER,
Secretary.

Hon. J. B. WEBER,

Commissioner of Immigration, Port of New York.

Capt. JUDSON N. CROSS,

Dr. WALTER KEMPSTER,

Mr. JOSEPH POWDERLY,

Mr. H. J. SCHULTEIS,

Immigrant Inspectors.

OFFICE OF U. S. COMMISSIONER OF IMMIGRATION,
PORT OF NEW YORK,
January 21, 1892.

SIR: I have the honor to transmit herewith my report as chairman of the "Commission appointed for the purpose of investigating in Europe the subject of emigration to the United States," under date of July 1, 1891.

Upon the points which, under your instructions, there was a possibility of reaching the same conclusion, Commissioner Kempster unites with me in the findings. Commissioners Cross and Powderly, while agreeing with us upon these points in some respects, present different views as to the proper method of inspection. As the commissioners divided the territory as directed by you, the observations are necessarily presented in separate reports, made by the respective commissioners, except as to Commissioners Kempster and Weber, who were together throughout the trip.

The reports of Commissioners Cross, Powderly, and Schulteis, with exhibits, are also transmitted, except as to exhibits referred to in Commissioner Schulteis's report, which have not been received.

Commissioner Schulteis states that he reports "in accordance with printed instructions dated June 18, 1891," which instructions I have not seen. It would appear that the subsequent instructions of July 1, 1891, under which all the other commissioners acted, were not sent, or failed to reach him, and this regretable circumstance probably accounts for the fact that he acted independently of the commission in respect of division of territory as well as in other matters.

Very respectfully, yours,

JNO. B. WEBER,

Chairman European Immigration Commission.

Hon. CHARLES FOSTER,

Secretary of the Treasury, Washington, D. C.

REPORT OF COMMISSIONERS WEBER AND KEMPSTER.

NEW YORK, *November 18, 1891.*

SIR: The undersigned, members of the commission appointed for the purpose of investigating in Europe the subject of immigration to the United States, beg leave to submit herewith their report, under and in accordance with the following letters of appointment and instructions:

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., July 1, 1891.

GENTLEMEN: You are hereby designated a commission, with Hon. J. B. Weber as chairman, for the purpose of investigating in Europe the subject of immigration to the United States under the provisions of the act prohibiting the immigration of alien contract laborers. You are hereby instructed to proceed to London, England, sailing from the port of New York without unnecessary delay. On arriving in London you will meet, organize in such manner as will best promote effective work and economy of expenditure and adopt and carry out proper measures for making a thorough inquiry as herein directed. You will ascertain as far as possible and report to this Department—

The principal causes which operate in the several countries of Europe to incite emigration to the United States;

The extent to which the movement is promoted or stimulated by steamship or other carrying companies, or their agents, for the resulting passenger business;

The extent to which contract laborers are engaged, openly or covertly, for exportation to the United States, through what agencies, and for what classes of employment;

The extent to which criminals, insane persons, idiots, and other defectives, paupers, or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to migrate to the United States in violation of our laws, and whether by relatives, societies, committees, or government authorities;

The extent to which and the manner in which, if at all, the steamship or other transportation companies, or their agents, inquire into the character or condition of intending emigrants with a view to rejecting those who come within the classes excluded by the laws of the United States, and generally what checks, if any, are applied in Europe to the migration to this country of members of the prohibited classes;

The extent to which a preliminary inquiry by transportation companies or their agents in Europe can be made effective through the voluntary coöperation of the companies and the best method of carrying it out; in this connection it is suggested that you confer, so far as convenient, with owners and agents of steamship lines at the principal ports of Europe;

Whether it would be practicable to adopt and apply an effective system of examinations of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable cost of maintaining such a system if adopted;

Whether there is any considerable migration from European countries, of adult males, unaccompanied by families, with the purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States, with the causes, if such movement exists.

You are requested, as far as possible, to localize your facts geographically. You are expected to distribute the work among yourselves in such manner as will bring best results. You are authorized to employ, from time to time, such number of interpreters and stenographers as may be absolutely necessary to effective work, and at reasonable and usual rates of compensation.

At the close of your investigations you will assemble at some point for consultation prior to embarkation, and upon your arrival home you will submit a report in writing through your chairman.

Respectfully yours,

CHARLES FOSTER,
Secretary.

Hon. J. B. WEBER,
Commissioner of Immigration, Port of New York.
Capt. JUDSON N. CROSS,
Dr. WALTER KEMPSTER,
Mr. JOSEPH POWDERLY,
Mr. H. J. SCHULTEIS,
Immigrant Inspectors.

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,
Washington, D. C., July 1, 1891.

SIR: As recommended in your letter of the 27th ultimo, you are hereby authorized to detail for duty as secretary and interpreter to the immigration commission, appointed to visit Europe, Mr. Charles Semsey, registry clerk in your office, without additional compensation. He will be allowed his actual and necessary traveling expenses while so detailed.

Mr. Bartlett, disbursing agent, has forwarded the necessary salary vouchers for Mr. Semsey to Gen. O'Beirne.

Respectfully yours,

CHARLES FOSTER,
Secretary.

SUPERINTENDENT OF IMMIGRATION,
Barge Office, New York City.

Upon the arrival of the chairman in London, July 19, a meeting of the commission was called for the following day at the Victoria Hotel, at which all the members were present except Commissioner Cross, who was engaged in prosecuting inquiries in Scotland and who returned to London that night. After organization it was decided that a circular letter to consuls should be prepared, printed, and mailed (which was done through the courtesy and assistance of Consul-General New), of which the following is a copy:

CIRCULAR LETTER TO CONSULS.

[CONFIDENTIAL.]

LONDON, July 21, 1891.

SIR: The undersigned have been designated a commission to investigate in Europe the subject of immigration to the United States and are furnished with letters from the State Department addressed "To the diplomatic and consular officers of the United States" invoking "such official courtesies as may be in your power," etc.

It is intended to visit as many of the consulates as possible; but as we can not reach all in such manner, we beg to request that, so far as convenient, you will have prepared and forwarded by registered mail to the chairman of this commission, in care of the consulate at Bremen, brief answers to the questions stated below, with such documentary evidence as may be available, and such other statements, affidavits, and documents as, in your opinion, will prove of benefit to the investigation we are directed to make.

Very respectfully,

JNO. B. WEBER (Chairman),
WALTER KEMPSTER, M. D.
JUDSON N. CROSS,
JOSEPH POWDERLY,
H. J. SCHULTEIS,

Members Special Commission, United States Treasury Department.

(1) The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents for the resulting passenger business.

(2) The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies and for what classes of employment.

(3) The extent to which criminals, insane persons, idiots, and other defectives, paupers or other persons likely to become a public charge, and persons afflicted with loathsome or contagious diseases are encouraged or aided to emigrate to the United

States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or government authorities.

(4) Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls or officers under their direction, together with the probable cost of maintaining such a system if adopted.

In connection with this last inquiry it will be important to ascertain what original certification will be required to enable consuls to pass upon the eligibility of the intending emigrant, whether detection of contract laborers and criminals will be materially improved, and to what extent, if any, the laws governing military service would prevent immigration of those within the military age by any system of consular inspection.

(5) Is emigration hindered or encouraged by law or regulation, and if so, what classes, in respect of age and condition, are affected?

(6) What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance or sent across the border, and if so, what are the substantial features of the laws or regulations governing their disposal.

(7) Please furnish also the substantial features of laws regulating emigration or immigration, if any, in the country where you are stationed.

(8) Do you know of any systematic or organized movement to divert emigration from European countries to America of any class of emigrants alleged to be excluded from their own country?

(9) Do you know of any points in the matter of regulating and restricting emigration on which the Government of the country in which you live would be likely to coöperate with the United States?

(a) On what points do you think such coöperation would be to the interest of the United States?

(b) On what points, if any, do you think the interests of the United States and the Government of the country in which you live clash in the matter of emigration?

P. S.—This information will be treated as confidential as far as possible.

It was considered best by the Commission that they go to Liverpool in a body, because the chairman of the Commission, being the Commissioner of Immigration at New York, was familiar with matters pertaining to the subject of immigration, and the other members of the Commission not having had previous experience desired to avail themselves of such information as the chairman might be able to communicate during the investigation at that place. It was therefore unanimously resolved to proceed to Liverpool on the next day at 10 a. m. for the purpose of attending a conference with the steamship agents of Great Britain, in accordance with a previous arrangement, and for the purpose of inspecting and examining the methods attending the reception, disposition, and prevailing system of embarkation of emigrants at the port of Liverpool, which is one of the most important in Europe in respect of emigration.

As the immigration statistics showed an unusually large emigration from Italy and Russia to the United States, indicating abnormal causes, these points were regarded especially important, and it was therefore agreed, after consideration, that the work should be distributed and the Commissioners assigned as follows:

ASSIGNMENT OF TERRITORY.

Messrs. Weber and Kempster were assigned to Northern France, Holland, Belgium, Germany, Russia, Austria, and Hungary. Messrs. Cross, Powderly, and Schulteis were assigned to Great Britain, southern France, Switzerland, Italy, and such portions of Germany as could be visited without interfering with the agreed plan of assignment, having in view the completion of their labors so as to meet at Bremen or Hamburg the latter part of September or 1st of October, at one of which places it was contemplated to hold a conference with representatives of the continental steamship lines similar to that to be held at Liverpool with the representatives of the British lines.

Inasmuch as the immigration from France, Belgium, and Holland has been and is comparatively small in numbers, the statistics showing arrivals at New York for the year ending June 30, 1891, from France, 4,388; Belgium, 2,458; Holland, 4,141, it was concluded that a detailed investigation in these countries outside of their seaports might be spared. As it was desirable to limit operations so as to make our report available as early as possible, the Scandinavian countries, Sweden, Norway, and Denmark, were not visited. The substance of their laws on emigration will be found in vol. II.

Before separating each member of the Commission was furnished with the following copy of the propositions to be examined into, with suggestions accompanying each proposition as to the method of pursuing the investigations:

PROPOSITIONS AND SUGGESTIONS TO COMMISSIONERS.

Propositions.

The principal causes which operate in the several countries in Europe to incite emigration.

The extent to which the movement is promoted or stimulated by steamship or other carrying companies, or their agents, for the resulting passenger business.

The extent to which contract laborers are engaged, openly or covertly, for exportation to the United States, through what agencies, and for what classes of employment.

The extent to which criminals, insane persons, idiots, and other defectives, paupers or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to migrate to the United States, in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees or Government authorities.

Suggestions.

Inquire of individual emigrants. Ascertain status of labor market.

Inquire of consuls, who informed individuals of conditions in our country.

Visit steamship agents' offices and examine their advertising circulars.

Examine newspaper advertisements.

Ascertain number of agents and sub-agents.

Ascertain commissions paid on tickets.

Ascertain if immigration is stimulated by agencies for the sake of the commission on steamship and railroad fares and for settlement of lands.

Ascertain if intelligence offices make profit in forwarding help.

Ascertain movement to Canadian ports to determine whether it has increased recently; what licenses are required for ticket agents, boarding houses, etc.; the requirements and penalties thereof; are bonds necessary.

Ascertain to what extent the ticket agent or subagent has personal acquaintance with ticket purchaser, or what means said agent has for determining the character of the purchaser.

Examine newspapers and other advertisements. Visit intelligence offices and ascertain whether contracts can be made for men, and learn the methods usually employed.

In Italy, employ reliable interpreter through consul; get list of men reputed to be engaged in padrone work, banking business, ticket selling, etc.

Travel incognito in some places.

Consult with consuls.

Visit institutions and ascertain where the overflow goes.

Propositions—Continued.

The extent to which and the manner in which, if at all, steamship or other transportation companies or their agents inquire into the character or condition of intending emigrants, with a view to rejecting those who come within the classes excluded by the laws of the United States, and generally what checks, if any, are applied in Europe to the migration to this country of members of the prohibited classes.

The extent to which such a preliminary inquiry by transportation companies or their agents in Europe can be made effective through the voluntary coöperation of the companies and the best method of carrying it out.

Whether it would be practicable to adopt and apply an effective system of examinations of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable cost of maintaining such a system if adopted.

Whether there is any considerable migration from European countries of adult males unaccompanied by families with the purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States, with the causes if such movement exists.

Suggestions—Continued

Investigate methods of embarkation.

Visit boarding houses.

Obtain directions printed and circulated by steamship companies or their agents.

Ascertain what medical inspection is in vogue.

Ascertain if rejected emigrants are taken by other lines.

Obtain emigration laws, if any, of the several countries through consuls.

Obtain laws governing residence of a person not a citizen through consul.

Make notes, giving dates, localities, and names of witnesses.

In this connection it is suggested that you confer, so far as convenient, with owners and agents of steamship lines at the principal ports of Europe.

Ascertain if steamship agents will meet the Commission, say in Bremen or Berlin, for such conference.

Consult with consuls.

How much machinery is required?

How would permissive certification answer?

Who would pay consuls?

Would it lead to solicitation of business by consuls for the sake of fees?

Obtain number of steerage passengers for the past year by months arriving in Europe who return to the United States again in the steerage.

Inquire of steamship agents.

Our records at New York will show percentage of males and females.

VISIT TO LIVERPOOL.

On the next day, July 21, the commissioners, except Commissioner Schulteis, went to Liverpool, arriving there in the afternoon. They spent the rest of the day in visiting the several emigrant boarding houses, which are under the control of the principal steamship lines, who regulate the charges, receive emigrants at the various railway stations, and conduct them to the boarding houses, where they are inspected by the ships' surgeons during their temporary stay. These houses are duly licensed by, and are under the control and regulation of, the local authorities. The management of all these houses, and the arrangement for the comfort and welfare of the emigrants, seem to be satisfactory. Peterson's being the largest establishment of the kind, we made there a more careful and thorough inspection. It was formerly occupied as a city hospital, and is well adapted for the purpose for which it is now used. The place was in good order throughout, being clean, thoroughly ventilated from kitchen to garret, and the food furnished good, wholesome, and well prepared.

The house was filled with persons of various nationalities awaiting their sailing date, and, with a view of ascertaining the causes which operated "to incite emigration to the United States," we talked freely with them. This plan was followed everywhere we went, and as the reasons assigned (with the exception of one class) indicated generally

what may be termed a normal emigration, meaning thereby emigration springing from natural causes, such as a desire to improve conditions or to reunite with families and relatives, and not such as is due to a propulsive force, compelling emigration, and which is local in its application and within the power of foreign governments to end, these reasons will be summarized later on in this report, under that head which specifically treats of our findings relative to the first clause of the departmental instructions. The class mentioned above as furnishing exceptional causes for "inciting emigration" refers to Russian refugees. The substance of the statements of two of these, from notes taken at the time, we give herewith. Their reliability may, perhaps, be judged in the light of statements which will be found further on in that part of the report relating particularly to the investigation of the conditions in Russia.

Joseph Hirsch, 27 years old, accompanied by wife and two children, claimed to have been expelled from Libau, Russia, where he had been in the business of carting. He owned a horse and wagon, with which he earned from 3 to 4 rubles per day (a ruble is worth now about 50 cents). He was notified by the police to leave at once, and furnished with a permit entitling him to remain only one night in any place. His wife and children were forwarded two days later. His horse, wagon, and property were seized by the police. His destination was Montreal, Canada. The city of Libau, he said, contains from 5,000 to 6,000 families, from which 800 families were expelled in one month. Some of these families were sent to Canada, but more than one-half went to the Argentine Republic, none of them being sent to the United States. They were furnished with money by a committee who, according to his belief, were provided with funds by Baron Hirsch, with Baron Rothschild as a cocontributor. He said that he had but a few pennies in his possession, but that, as he is able and willing to work, he believes the "good Lord would provide for him." Nearly all the rest of the Hebrews who came with him had gone to their destination, he being detained on account of the temporary illness of his child. The man's appearance indicated sobriety and industry.

Another case was that of a Jew, against whom it was alleged that he had violated the excise law, for which he was fined 1,600 marks and six months' imprisonment. He claimed to have carried on his business in his usual and theretofore considered, proper manner, and showed us a certificate, which he explained was signed by the authorities at his place certifying to his good character and industry. He left Russia by stealth, and was forwarded from point to point by the committee referred to, his destination being the Argentine Republic.

In the evening we met Mr. ———,* a gentleman connected with the press both in England and this country, from whom we learned that a Mrs. Burke, the Rev. Major Lester, and the Rev. Canon Rosten were engaged in sending to Canada large numbers of orphaned and destitute children picked up from the streets of Liverpool; also of a Mr. Torbett, who was engaged in advertising for farm and other laborers for Canada. These cases were referred to Commissioners Cross and Powderly, who, with Commissioner Schulteis, had the assignment for Great Britain, for investigation and report.

On July 22 the four members of the commission who were at Liverpool took the 9 a. m. train for Bootle, where, at the Alexandra dock, we boarded the steamship *Britannic*, of the White Star line, which was to

* We do not deem it advisable to give the gentleman's name.

sail that day for New York. A thorough inspection was made of the steerage accommodations, closets, hospitals, and food supplies, and everything was found to be in excellent condition. We reached the steamer before the steerage passengers had been taken on board, in order to witness the methods of inspection in vogue. The ship's surgeon is stationed at the gang plank, and examines each passenger as he presents himself, apparently with reference only to such diseases as are contagious and would endanger the health or interfere with the comfort of the other passengers. The tide permitting, the steerage passengers were embarked at the dock, while the saloon passengers were brought aboard later, by means of a tender, after the steamer had pulled out into the stream. The commissioners again went aboard with the inspector and the physician of the board of trade, who made an examination in accordance with prescribed regulations covering the sanitary and safety conditions laid down in the British passenger act. The board of trade is a bureau of the British Government, and is charged with the enforcement of the passenger act regulating emigration from Great Britain. The essential portions of the act referred to, having application to the subject of emigration, will be found in vol. II. The examination, as we saw it, was thorough and as careful as seems possible to make it in the limited time devoted thereto. The crew were first mustered and inspected, the lifeboats were examined, swung over the side, and some lowered to test the tackle. The entire steerage was then examined, closets, hospitals, etc., and in fact the same examination was made that we made earlier in the day while the steamer was at the dock. The board of trade surgeon then examined the steerage passengers as they passed by, much the same as is done at quarantine and at the immigrant station in New York, except that at the latter place cripples and other physical defectives are turned aside for further examination. One child was discovered with symptoms of measles, and a careful examination was made in the ship's hospital, Dr. Kempster, of the commission, participating. There being some doubt as to the character of the case, the child, with the rest of the family, consisting of father, mother, and two other children, were returned to the tender for removal to hospital on shore, where they were to be detained until safe to proceed. This is the course always pursued; and the expense of maintaining the family in the hospital is borne entirely by the steamship company. Nearly all the foreign or continental passengers are booked from their homes through to New York under one contract, covering all costs for food, transportation, and expenses incidental to the trip, whether detained by sickness or otherwise. It is claimed that proper agents accompany or direct them from their homes or from the borders to the port of embarkation. The system is seemingly quite perfect, the steerage passenger being looked after during the voyage (as he is cared for and dispatched to destination on arrival at New York) better than the first-class traveler, who must look out for himself.

The commissioners were of opinion that the system and conditions inspected on this day might be considered as of the better type, and Commissioners Cross and Powderly remained in Liverpool with a view, among other things, of examining further and ascertaining if what had been seen was a fair sample of the examination and conditions which generally prevailed.

CONFERENCE WITH BRITISH STEAMSHIP AGENTS.

On the next day, July 23, the four members of the commission present at Liverpool attended a conference with the steamship agents of Great Britain, as per departmental instructions, which was held at the office of Hill, Dickinson & Co., attorneys of the steamship association, in accordance with a letter of invitation sent to all of the British lines, of which the following is a copy:

HILL, DICKINSON, DICKINSON & HILL,
10 Water street, Liverpool, 21 July, 1891.

DEAR SIR: You are requested to attend at this office, on Thursday next, the 23d instant, at 11 a. m., to meet Col. Weber, of the United States Emigration Department.

Yours, truly,

GRAY HILL.

MESSRS. ISMAY, IMRIE & CO.,
White Star Line.

The following are the lines so invited, with the names of the representatives who appeared and the reasons reported in the cases of those lines not represented: White Star Line, Mr. Graves and Mr. J. H. Ismay; Inman and American Line, Mr. Cochran; Guion Line, Mr. Marsh; National Line, Mr. Langland; Cunard Line, Mr. Bounphrey; Anchor Line, not represented, reported "can not come;" Allan Line, reported "will not come;" Dominion Line, reported "will not come."

The meeting was opened by a statement made by Chairman Weber, giving briefly a history of the legislation regarding immigration into the United States, the determination of our people to protect themselves against undesirable subjects, and the wisdom and necessity on the part of the transportation companies to give hearty coöperation to our officials in making effective existing laws. It was suggested to the steamship agents that a better system of inspection on their part seemed possible and was necessary. A medical inspection by their surgeons as careful and thorough as now prevails at New York was within their power, and that insane, idiots, persons afflicted with dangerous, contagious, and loathsome diseases, persons likely to become a charge upon the public by reason of old age, pregnancy, cripples, and other apparent physical defects, could be as readily detected at the port of embarkation or the initial starting point as at the port of landing in the United States, and unless such persons were stopped on their side they certainly would be returned at the expense of the steamship companies.

In reply it was stated that a system of inspection of pregnant women would not be tolerated on their side, and if undertaken would render the steamship companies liable to action for damages. In response it was suggested that they might have their laws changed to meet the requirements which have been or may be established for our protection. Their answer to this was that the regard for personal liberty in Great Britain was so great as to preclude the probability of a change of the law in that direction.

Their subagents in Europe receive a commission of six shillings, equal to \$1.50 American money, per ticket, while their American agents receive about \$2. It was stated that more than one-half of their steerage passengers for the United States were forwarded on tickets prepaid by relatives and friends living in the United States.* It was also stated that since the more rigorous enforcement of our immigration laws they

* From lines reporting 107,254 for the year, 56,004, or 52 per cent, came on prepaid tickets sent from the United States.

had observed an increased number of cash passengers (those who are not prepaid) sailing for Canadian ports, and they anticipated that persons rejected by them as being classed among the undesirable would secure passage by lines sailing to ports where restrictions are not in force.

The subagents of Great Britain are licensed by the steamship companies, subject to the approval of the board of trade, in accordance with the passenger acts of 1855 and 1863. The form of license will be found in vol. II. The number of such agents representing one or more transatlantic lines reaches a total of 4,084, divided as follows: England, 1,815; Ireland, 1,528; Scotland, 289; Wales, 265; Liverpool (city), 174; foreign (head agents), 163. By agreement among steamship companies the subagents may act for one or more lines, but any breach of their rules or regulations is punishable by fine or disqualification, such disqualification preventing them from acting thereafter for any line. The regulations governing agents, as agreed upon by the conference companies, will be found in vol. II. They are issued in accordance with the passenger acts which prohibit the selling of a passage ticket to any place out of Europe not being in the Mediterranean Sea, unless the seller is a licensed broker. Before he can be licensed he must give a bond to the Crown for £1,000 (section 66, 1855). Application for such a license must be made to the local petty sessions (section 67).

The question of inspection by consuls or by their subagents was discussed, and as they stated these questions involved serious consideration, they agreed to prepare and forward a statement from their association containing their views as to the practicability of both such suggested methods. This statement, with others on the same subject from the continental lines, will be found on p. 146, *et. seq.* When asked whether a disqualification of their agents for violation of rules would not effectively operate to compel a rigorous inspection at the initial points, if such rules were prescribed to their subagents, they replied that "that view had not presented itself heretofore," and they desired to fully consider it. Their present offhand opinion, however, was, that a disqualification would be regarded as so serious by the subagent that he would be extremely careful to comply with such rules. It was suggested that the proposed rules, if upon examination they be deemed practicable, should embrace, among other things, a clause providing that the subagent must *know* or *ascertain* the character as to pauperism, crime, and eligibility for landing in the United States of the intending emigrant before booking him, under penalty of being compelled to pay the return passage of the rejected immigrant with the disqualification alluded to, in glaring cases. An instance was cited of the refusal on the part of the Cunard agents to accept a lot of emigrants on the first report, because they were suspected of being contract laborers, until their subagents had been instructed to make careful investigation and established the fact that each individual paid for his own ticket. They also stated that in their opinion a consular inspection would check the emigration of the more desirable classes without preventing the undesirable from gaining entrance, but, on the contrary, rather facilitating such entrance so far as consular certificate established eligibility. It was admitted that our recent legislation, supplemented by this conference, with its discussion and full explanation of our laws, would certainly conduce to a still greater care on their part, increased vigilance in their medical inspection, and tend toward the improvement desired by our people, and that they now plainly saw that self-interest alone, if nothing else, suggested coöperation to the fullest extent in carrying out the letter and spirit of our laws.

In reply to a query about advertising, with the object of stimulating or inciting emigration, they stated that not one of the conference companies advertised more than sailing dates, and the only advertising now done, known to them, was by the railroad companies of the United States, who scatter their handbills quite freely. It is also stated that the general sources of information received in Europe as to the conditions in the United States which influence immigration are the relatives and friends already there, and that prepaid tickets, purchased in the United States and sent to relatives, brought to the steamship companies additional cash passengers who desired to accompany friends so prepaid.

We were informed that England has no laws restricting either immigration or emigration; their statutes relate to the care and welfare of the emigrant en route. Upon request the steamship companies furnished statements showing the number of steerage passengers from the United States to European ports by months for the year ending June 30, 1891, which, with the statements from other companies, will be found in vol. II.

After this conference Commissioners Cross and Powderly remained at Liverpool to complete the investigation of matters assigned to them, already referred to, and Commissioners Weber and Kempster returned to London to prepare for their continental trip.

SEPARATE REPORT.

From this point the report of our investigations is made according to the division of labors already mentioned as having been agreed to, and the record of observations are made over the signatures of the respective members, each speaking for himself, except in the cases of Commissioners Weber and Kempster, who were together throughout the trip until they separated at Bremen to return home. It is deemed best to record our travels and investigations in the order in which they took place, localizing our facts in accordance with the instructions of the Department, giving dates as we proceed.

FRANCE.

INTERVIEW WITH BARON HIRSCH.

On July 27th we (Commissioners Weber and Kempster) met Baron Hirsch in Paris by appointment, with whom we had an extended interview and obtained information with reference to the conditions prevailing in Russia, which indicated that reasons might be found inciting in an abnormal degree emigration from that country. The scope of his work was outlined, which the unusual conditions prevailing in Russia had precipitated, and thrust a mass of the people, who fled from persecutions, upon other countries before organized arrangements for their proper care and disposition could be put into operation.

We also learned that Mr. Arnold White had visited St. Petersburg, and had secured an agreement from the Russian authorities to permit Baron Hirsch to designate, subject to the approval of the Imperial Government, a central committee at St. Petersburg, with subordinate committees in the various localities, to take charge of the emigration of the Jews; the general plan of these committees being to permit none to cross the frontier except those having the certificates of such committees, and the certificates to be given only to worthy and able-bodied laborers. The general object of their work was to regulate the outflow and to prevent the misery and suffering incidental to the mad rush to escape from the country. Baron Hirsch stated that so far as relates to those whom he could control, by or through these committees, or who because of their temporarily distressed conditions, require assistance, not one would be sent to the United States. Continuing, he said: "It should be borne in mind, however, that the majority of these people pass through without reference to the local committees already in existence in Germany, have fixed destinations, do not apply for assistance, and those going to the United States are drawn there by the superior conditions which prevail and which are known to them by their friends and relatives who have preceded them."

As a further elucidation of Baron Hirsch's plans, we present a letter of recent date, addressed to the German central committee for the Russian Jews in Berlin, the substance of which having been printed is

not now regarded as confidential. The Mr. White referred to in the letter visited Russia a second time on this mission, Commissioners Weber and Kempster meeting him at St. Petersburg; but up to the present time, however, the expected arrangement with the Russian Government seems not to have been carried out.

BARON HIRSCH'S LETTERS TO THE CENTRAL COMMITTEE IN BERLIN AND TO HIS CORELIGIONISTS.

2 RUE DE L'ELYSEE, PARIS, July 15, 1891.

To the German Central Committee for the Russian Jews in Berlin:

GENTLEMEN: You have no doubt been made aware of my endeavors to alleviate the condition of our unhappy Russian coreligionists and of the steps I have taken to assist those who are compelled to emigrate in order that they may do so under the least precarious conditions. * * *

You also know, gentlemen, that even before undertaking the step which I am actually taking in Russia, and in the face of the continual persecution which the Jews have been subject to, I have endeavored to procure a new home and place of refuge for a certain number of these unfortunate exiles and for that purpose to create settlements in the Argentine Republic.

The actual state of things in that country renders all transactions necessary to acquire land very difficult and makes it impossible to bring matters to as speedy conclusion as both I wished for and as the condition of the Jews in Russia demands. In presence of the unsettled conditions which exist in the Argentine Republic, serious business transactions have to be followed up with the utmost possible care, which care in fact holds in abeyance the conclusion. Nevertheless I am justified in saying that my agent in Buenos Ayres, invested with full power, will shortly overcome the aforesaid difficulties and soon realize the first acquisition of land, and that consequently at the end of a certain length of time required by the organization of the colonies the first movement of the immigration into the Argentine Republic will be able to increase itself to a very considerable extent.

Whatever may be the benefit which the immigrants will derive from my work, and in the face of the gigantic task that has to be mastered, I can but consider the said work as a part, and by no means as the whole, of that which the future claims from us.

Before entering into any further particulars as to this last point, and after having but surmised the actual extent of the emigration, I must revert to the steps already taken in Russia as above referred to. I have noticed that Mr. Arnold White, whose mission you are sufficiently acquainted with, and who has just returned from St. Petersburg, brought with him results which under the actual circumstances constitute the utmost of what could be expected of Russia. The annexed documents will show you that the Russian Government grants as a principle the carrying out of a regular organization of the emigration under its own special supervision.

The next consequence of the favor granted by the said Government will most likely be the end of the severe persecutions imposed up to now, but not before the authorities of the country will have acknowledged that the Israelites abroad have made up their mind seriously and earnestly to start emigration.

But if no vigorous step be taken, if no powerful influence be resorted to, not only will the result which I have obtained be of no use whatever for the Russian Jews, but moreover the inaction of their brethren abroad will become in the hands of enemies of our faith in Russia a mighty weapon against the Russian Jews, and they would not fail to say that the whole business was but a deceitful plot devised in order to gain time.

Most needful it is to obviate such a contingency, and not lose the advantages of the actual good-will of the Russian Government which the oppressed derive a profit from. In letting the propitious hour slip by we would allow those adverse to the granted measure to get the upper hand, and who knows when so propitious an opportunity would offer itself again.

What is to be done in order to carry out the work already begun? I am but one man and I dare not pretend to accomplish alone so overpowering a task. Most willingly will I devote to this task, with all my heart and intelligence, the best of my powers and of my means, as I have hitherto done. But the said task calls for so much strength, that all the eagerness and all the devotion of one alone would never suffice. May I then be permitted to lay before you my views as to the best means to be employed, and to trust that they may meet with your approval.

According to the information which Mr. White has brought from Russia there is a threefold aim to pursue:

1. A medium must be procured capable of proving to the Russian Government, by the means of an imposing moral manifestation, that the whole Jewish nation consider as their own the work of the emigration, and follow it up with the most anxious interest.

2. A central direction must be created outside of Russia for the effective management of the emigration.

3. The necessary mediums are to be instituted in Russia itself to carry on the work under the supervision of the Russian Government.

(1) In order to attain the first aim, I mean to apply for the coöperation of the "Alliance Générale Israélite", in Paris, and to constitute with its help a great "committee of patronage". The latter will have nothing to do with the effective management of the emigration, but it will be called upon especially to give to the work the notoriety it needs to enable it to prove to the Russian Government that the Israelites abroad most decidedly mean to come to the rescue of their co-religionists now persecuted and oppressed. To accomplish this we mean to send to each of the great Jewish communities a circular, of which you will find an inclosed draft. I especially wish to point out that said "committee of patronage" will not be invested with the management of the work, as various considerations, and also certain reasons dictated by the geographical position, seem to require that the head direction of the emigration be as near as possible to the Russian frontier.

(2) For this head direction Berlin seems to be naturally pointed out as the most appropriate center, in the first instance, on account of its geographical position, and, moreover, because its central committee for the Russian Jews provides a ready formed organization. That same committee has already rendered excellent service, and it is, thanks to its activity, that the Jews in distress who had to make for the frontier have not become altogether the victims of hazard and ruin.

Such a readiness of devotion as you have shown can not but encourage me to ask you, gentlemen, to undertake, in a permanent manner, the management of the work of emigration, and at the same time I place at your disposal, should you wish it, my energetic coöperation, in a manner such as will have to be settled between us. Your committee would, therefore, have the entire direction of the work. It might, besides, enter into relationship with the society which, as you are aware, I am about to form in England, in order to purchase ground in the Argentine Republic and to create Jewish colonies on its territory.

So as to bring to a propitious end the important task which awaits you, you will have to add to your numbers by the choice of skillful elements [among whom should be included the necessary salaried persons], and strive to build up in this way a permanent staff. Should, apart from this, some of our most eminent coreligionists in Germany join your committee, without even becoming active members of the same, it would not fail to produce a very good effect in the official circles in Russia. It will be your care to provide, independently of my personal help, the important funds which will be called for by the realization of so large an undertaking. You may, such is my belief, be without any fear in regard to this. First of all, it is not from one day to the next that the full capital will be needed, for so considerable a work as this will have to be extended over several years, and besides, thanks to a systematic and well-understood management, the success itself of the work will bring in a portion of the required means. I have, moreover, become aware from various sources and to my great satisfaction, that a large number of wealthy Israelites are quite ready if not to sacrifice at any rate to bring forward the funds needful for this undertaking, provided the latter should be trusted to skillful hands and well managed.

(3) As regards the institution of the medium required in Russia itself, the Russian Government grants the creation under its own special supervision of a central committee in St. Petersburg and of local committees in the provincial towns. The most important of the work to be done in order to put an end to the actual planless emigration, is to proceed with the utmost celerity to the creation of that central committee in St. Petersburg and of the provincial local committees. Mr. Arnold White, during his stay in St. Petersburg, has taken all the necessary steps for that purpose both in St. Petersburg and in the provincial towns. He is quite ready at the first call, should you approve of it, to return thitherto, either accompanied by a second delegate still to be chosen, or else by himself, to undertake the definite organization of the aforesaid committees. I would strongly advise to entrust that mission to Mr. White, considering he has access into every official circle in Russia, which evidently greatly facilitates the task.

I am, gentlemen, yours,

DE HIRSCH.

The above is supplemented by an open letter signed by Baron Hirsch, addressed to his coreligionists in Russia, translation of which is given below:

To my coreligionists in Russia:

You know that I am endeavoring to ameliorate your fate. That imposes upon me the duty to speak frankly to you and to tell you that which it is necessary for you to know.

I know the reasons which force you to emigrate from Russia, and I will readily and gladly do everything in my power to assist you in your calamity, but you must make it possible for me to do so. Your exodus should not take the character of a precipitous irregular flight, in which, wishing to avoid danger, you rush headlong to destruction.

You know that in the near future regular committees will be established in Russia, with the consent and under the supervision of the Russian Government. These committees will aim to organize emigration on a businesslike basis. All those wishing to emigrate must apply to their local committees, who alone will be authorized to give the necessary information.

Only those persons who are recommended by the committees for emigration can count on my assistance and of that of my co-workers. Anyone who leaves the country without the committee's sanction will do so at his own risk, and cannot expect any assistance from us. It is evident, as a matter of course, that the number of emigrants at the start should not be too large, because it is important not only to find shelter for those who first emigrate but to take necessary steps to prepare settlements for those who will follow them. Later on the emigration will reach a larger scale.

Bear in mind that I can not do anything for you without the benevolent and generous assistance of the Imperial Russian Government.

In conclusion I say to you: You are the heirs of your fathers who have suffered much for centuries. Bear this inheritance for a short time longer with the same spirit and resignation; have continued patience and thereby make it possible for those who want to help you to do so.

I tender you these words of comfort and exhortation in my own name and in the name of thousands of your coreligionists, asking you to bear them in mind and heart.

May the good God help you and lend the power to me as well as to all others who labor with me to help you.

DE HIRSCH.

PARIS, *September, 1891.*

CONFERENCE WITH AGENT BONCARDI, COMPAGNIE GENERALE TRANS-ATLANTIQUE.

On July 31, as per previous appointment, we called upon M. Eugene Boncardi, Sous-chef du service of the Compagnie Generale Transatlantique. This company has practically a monopoly of the steerage passenger business from France, other companies being excluded except under conditions claimed to be extremely onerous. Their port of embarkation is Havre. Mr. Boncardi told us that their steerage passengers were chiefly Italian and Swiss, and that they had 55 agents each of whom employed between 200 and 300 subagents.

The company transacted their business entirely with these general agents, and did not know the subagents. We understand, however, that the subagents are all responsible, and can respond to any claims for loss or damage incurred by reason of neglect or carelessness in selling tickets to emigrants not eligible for landing.

They have had very few returned as rejected emigrants. The Italians carried by them are from the northern part of Italy, and are good people; they decline to carry Sicilians and southern Italians. He stated that foreign steamship companies were debarred from taking steerage passengers, unless they complied with the passenger acts of France relating, among other things, to measurement of the air space, which must be provided, and which agents of other companies informed us, as already stated, contained extremely burdensome conditions. He also

stated that their agents at New York had made complaint to the head office in relation to the varying regulations relating to measurement. The company have notified their agents that they would be held responsible pecuniarily for rejected emigrants. He claimed that his company was very particular as to the class they embarked, and as the laws of France gave them authority to reject anyone, they made it an object to carry only those emigrants who are clean and healthy. He stated that the subagents are in a position to know all about the standing and qualifications of intending emigrants, and if they were fully advised of our laws and understood definitely the kind of passengers who would be rejected they should and could be held responsible, and in his judgment, this was the best and most certain remedy to meet the demand of our people for the exclusion of ineligible subjects. Striking them off the lists as subagents would, in his opinion, be a sufficient leverage to hold them to their duty in such respect.

He furnished the number of steerage passengers both ways for the year ending July 1, 1891, which will be found in vol. II. He stated that his is the only steamship company which owns and operates emigrant cars similar to those in use in the United States. They take charge of the emigrant at the borders of France, and from there furnish transportation and board through to New York. They require full payment of the fare before passengers are ticketed. He also stated that recently passengers had become very uneasy as to the chances of passing the immigration bureau at New York, claiming that they understood that we were becoming very particular, and in consequence some are seeking other ports. In his judgment, the effect of a continued rigid scrutiny will send a great many via Canadian ports to enter the United States across the border, unless that gap was closed.

BELGIUM.

ANTWERP.

August 3, 1891, Commissioners Weber and Kempster, with Secretary Semsey, visited the Red Star Line office, where we received a copy of the company's circular and instructions addressed to their surgeons, which will be found in vol. II, and made an appointment to meet the manager at 10 a. m. on the following day, after which we visited several emigrant boarding houses where inquiries were made, the same as at Liverpool. The first boarding house visited is known as the "Hotel Luxemburg," located near the railroad depot. Only the better class of emigrants stop there and the arrangements for their care and comfort are excellent. Board and lodging range in price from 55 to 75 cents per day, which is paid by the emigrants. This is considered the best hotel of the kind in Antwerp, the rooms being large, neatly furnished, and thoroughly ventilated. We then visited the "Gasthaus Hoffnung," Dambruggestraat, near the railroad depot. A portion of the Jewish emigrants stop at this place. It is not equal to the Luxemburg, yet may be termed an excellent house of its kind. The rooms were neatly furnished, floors clean, and the building properly ventilated.

As a steamer had sailed on the second day before, there were few boarders present. The price ranges from 37 to 60 cents for lodging and three meals per day. We next visited the "Passagier Hotel," Vlandresstraat, near the river. This is a Jew boarding house. We found a better condition of affairs than was expected. The prices were

about the same as at the "Hoffnung," although the space assigned to emigrants seemed smaller. We found about 60 emigrants, all Jews, bound for Philadelphia. About half of these were unable to obtain accommodations on the last Saturday's steamer for New York, so they, with the additional arrivals, will sail for Philadelphia on Wednesday.

At each of these boarding houses we talked with a number of people as to the causes which incited their emigration, and the reasons already given in our Liverpool examination prompt us to furnish here only those relating to the Russian exodus.

Mathias Schpaine, from Zagar, Courland, Russia, lived near the border. He is 54 years of age and was accompanied by two children, his wife remaining in Russia. He has relatives in Philadelphia, whither he was bound. Had peddled in Courland, but was notified by the police to discontinue. He failed to comply with this order and the result was the confiscation of his goods, horse, and wagon by the police. He stole across the border, paying 20 rubles through a middleman to bribe the police.

Benzion Goldinski, a photographer an intelligent man, accompanied by his mother and three sons, all far above the average. One of the sons was a bright, educated Hebrew, who, upon being asked whether if industrious he expected to get along in America and become rich, replied, "I do not care to become rich, but I do want freedom." The family was bound for Philadelphia, where the father has a brother and other relatives. The son was a student in a gymnasium in Kharkoff, where the father went to pay him his customary visit. The police notified him that he must leave within twenty-four hours. He returned to Radomisl, Kiev Gubernia, where he was registered as being entitled to live. He then prepared to leave for the United States. He had the proper permit to cross the border, but owing to an oversight on the part of the home authorities, one son was omitted from the list. As the methods of obtaining such permits are so tedious, he did not delay, but started for the border with a letter from the home officials to the governor, at the border, stating that the name of one son had been omitted inadvertently, but certifying that it was a proper case to pass. The authorities at the border, however, would not allow them to pass with the boy, and finally they stole him over the line with the aid of bribe money. He claimed that all Russian officials were susceptible of bribery. He also stated that in Kiev it had been customary for women to learn midwifery, and then are permitted to live there under certain restrictions. If unable to comply with such restrictions, some of them have been known to register as prostitutes, involving a regular examination by the Russian medical authorities, receiving certificates that they are free from disease.

Boruch Losowick, wife, and six children and niece, who had permission to cross the border. The husband is a trunk-maker, and his wife had the authority to sell goods under a yearly license. She was notified to discontinue, as it was not permitted to sell the same kind of goods as her husband manufactured. She continued to do so, however, and the result was the confiscation of the goods and revocation of the wife's license and the husband's right to manufacture trunks. He had no means of gaining a livelihood otherwise, and therefore desired to go to America.

Isaac Weksler, 18 years old, a bright boy from Kiev, cigarette-maker, was formerly classified as an artisan and permitted to reside anywhere. Under recent construction of the law he is no longer considered an ar-

tisan and was so notified. He continued, however, to make cigarettes, notwithstanding such notice, for which he was imprisoned one week and then taken to the city where he was born. He attached himself to a party bound for America, came through with them, and claimed that the committee paid his way to the United States.

After this we called at the United States consulate and found it in charge of Deputy Consul S. Heine, the consul being absent on leave. Among other things, he informed us that Leon Peltzer, imprisoned for crime at Louvain, Belgium, is to be liberated shortly, on condition that he emigrates. He said he had heard of two or three other cases, whose names he did not then recall, who had been liberated under the same conditions.

These were the sons of wealthy people, who realized the difficulties of reformation in the communities where their criminal history was so generally known. His opinion was that consular inspection would be wise, but, upon reflection, said that it would not have any material effect upon emigration from his district, as there was a very small movement and confined to what he termed good people. It would be necessary to rely upon the local authorities for certificates as to character, and, in his opinion, would not assist at all in detecting contract laborers. Also stated that the Belgian Government did not openly encourage or discourage emigration, but he was of the opinion that they were rather pleased to have their people emigrate, owing to the density of their population.

He also informed us that their miners (a numerous class) were earning about \$1 per day, and, notwithstanding they lived cheaper than in the United States, strikes frequently occur.

He furnished us with a copy of the laws relating to emigration, an abstract of the important parts of which will be found in vol. II.

HOLLAND.

We left Antwerp for Amsterdam August 4, 1891, and on the next day called at the office of United States Consul Theo. M. Schleier. He informed us that he had not received the circular letter of the commissioners, sent out from London, and a request was forwarded to Consul-General New, at London, asking him to send another copy. Mr. Schleier promised to give the questions asked careful consideration and forward his reply to Bremen. He stated that emigration from Holland was light, but composed of very good material. The people are peaceable, prosperous, and contented, and therefore there is no inducement to emigrate. He said that there were no convicts, paupers, or insane sent to the United States or anywhere out of Holland, but, on the contrary, most excellent care was taken of these classes at home; that the institutions for such people are numerous enough to amply provide for them under most excellent management, the insane being carefully graded.

We next went to the office of the Netherlands Line Steamship Company, where we saw Mr. Du Tichl, with whom we had an extended interview, going over the same ground as at Liverpool.

He promised to lay before the management at Rotterdam what had been stated to him, and that their company would be represented at the Bremen conference in September. He would send a copy of the regulations governing emigration, which will be found in its proper place in vol. II. He thought they had from 1,300 to 2,000 subagents in Europe. He had some doubts as to their ability to control them in

the selling of tickets only to desirable emigrants, under threat of dismissal, as the subagents would be open to engagement with rival lines. There is no combination among the steamship lines on the continent as in Great Britain. He finally agreed, however, that business necessity might force them together on that one point of black-listing subagents who were careless or neglectful in selling tickets. Their subagents on the continent receive as commission about \$3 per ticket, except in Holland, where they pay \$2, and this makes it a matter of considerable interest to their agents to secure business.

Mr. Du Tiehl telegraphed our arrival to the general agent, Mr. Wilkink, who was then in the country and who came to Amsterdam on August 7 to meet us. The same ground, substantially, was gone over with him and he subsequently met the commissioners at the Bremen conference.

GERMANY.

We reached Berlin on Saturday, August 8. On the 10th we called at the United States legation, and found Minister Phelps absent at Homburg, owing to ill health. Mr. Campbell Coleman, the first secretary of legation, was in charge, who received us courteously and stated that Mr. Phelps had requested him to place the facilities of the legation at our disposal to obtain such information as we desired. We then visited Consul-General Edwards, with whom we had several lengthy and instructive interviews. As he has furnished us with an extended reply to our circular letter, covering in a concise and lucid manner the substantial points learned from him at these interviews, they are omitted here, as they will be found in full in that portion of the report treating of consular and other inspection.

JEWISH COMMITTEE OF BERLIN.

August 11, 1891, we called at the office of the Jewish committee and found that Mr. Goldberger was absent from the city. Dr. Heinrich M. Cohn was sent for, as the member of the committee in charge, and at once offered, in a very frank manner, to furnish us with any information in his power to facilitate our inquiries, and would give us a statement, showing who had been assisted to emigrate to the United States, which will be found in vol. II, together with a very interesting statement of the Jewish committee's work.* He said that nearly all of the Jews coming to their attention, destined to the United States, are possessed of means to pay their way, and that, therefore, this class was entirely beyond the control of the committee, so far as directing destination is concerned. Those who are assisted by the committee are disposed of according to the circumstances surrounding each case. They have generally been sent to the Argentine Republic, Brazil, Australia, England, Canada, and the United States. If they have relatives in England or the United States or are able bodied and desire to go, they are forwarded there. Sick or defective emigrants are returned to Russia. At present, owing to instructions received from Baron Hirsch, none of these controllable emigrants are sent to the Argentine Republic, as arrangements for their disposition there are under progress, but not yet completed. Some are sent from Russia direct to Palestine, where

* See also copy of resolutions of the "Alliance Israélite Universelle," vol. II.

there are now 24 colonies, 18 entirely self-supporting and 6 receiving only occasional aid from Baron Rothschild. The dream of the Jewish people is Palestine colonization and a return to the agricultural pursuits, which Russian legislation has made very burdensome and almost impossible. Many of the Jews destined to the United States are prepaid by their relatives already there, some having their tickets before reaching Berlin, but the most of them find such prepaid tickets awaiting them at the seaports, their relatives refusing to risk sending them to their homes in Russia, owing to their suspicion of Russian officials.

The plan of the general committee at St. Petersburg with local committees in Russia to regulate emigration the Berlin committee approve of, but are somewhat skeptical as to the sincerity of the consent of the Russian Government. It can not be immediately put into operation, because the chief officials are mostly away enjoying their vacations, and regulations now issued might be promptly revoked on their return.

The Berlin committee are in favor of making assurance doubly sure before entering into the scheme of committees in Russia, as its inauguration and subsequent failure would be a serious setback to the progress of an important movement. They are agreed, however, that the committee's plan, when understandingly and sincerely put into operation, would be an effective and desirable method of properly regulating the tide, so that no cause for complaint will develop in the United States or elsewhere. He stated that the committee is fully aware of the prejudices existing against their people, and it is their earnest desire to avoid conflict with strong public sentiment. Their committee was not organized to encourage or stimulate emigration; it felt forced for common humanity's sake to use its best endeavors to care for the unfortunate people who feel themselves compelled to leave their homes. The expenses, which are large, are borne independently of contributions made by Baron Hirsch, and the sums required to meet such expenses are made up entirely by the voluntary offerings of the German Jews. He said that it might be of interest to note that while the Jews of Berlin numbered about 80,000, or $\frac{1}{20}$ of the total city population, they contributed more than one-half of the children's fresh-air fund of Berlin, and cited similar evidence of generosity with reference to the hospital recently founded there in honor of Emperor William I.

CHARLOTTENBURG.

In the afternoon we drove to Charlottenburg, a station in the suburbs of Berlin, and where emigrants are now detained, being forbidden to enter the city, and from which place they proceed to Hamburg or Bremen. In a few days it is expected that this work will be carried on at Spandau, still further out, the facilities for handling them being better there. At Charlottenburg the committee have a staff of employes, who receive, care for, and forward emigrants, as well as a medical attendant, who inspects them, not only with reference to present disease, but also as to physical ability to cope with the hard work which they are informed will confront them in the New World.

The movement here has recently fallen off, averaging now about 150 per day, as against 500 a short time ago. There were about 60 emigrants in the waiting apartments who had arrived at 6 p. m., and were to be forwarded to Bremen and Hamburg at 11 p. m. Of the whole number, three cases, embracing seven people, were submitted specially to the committee for disposal. One was a single man, intelligent and respectable in appearance, claiming to have been registered in a small

village within the Jewish Pale, and as he was a tanner and cloth maker he had the right, as an artisan, to live anywhere in Russia. For five years he had conducted a small cloth factory in Moscow, but in April last he was notified that he must leave that city within a month. He sacrificed his property, paid his debts, and went to Warsaw (Polish Russia, where Jews are permitted to live). He did not return to his native village, as he could not earn a livelihood there. In Warsaw he associated himself with another in the cloth business, but as it did not appear to prosper the partner robbed him of the money he put into the business and left him practically penniless. He managed to gain the border, and by the help of the committee reached Berlin. He claimed to have a brother in Chicago.

Another case was that of a man and three children, the eldest a girl of 16. They desired to go to the United States; the man said he was a farmer; all were able-bodied and intelligent, so far as appearances went. The committee decided not to send this family to the United States, and either to return them to Russia or later on send them to the Argentine Republic.

The third case was that of two girls who desired to go to the United States, where they had friends and relatives.

In the first and third cases the committee decided to hold them until further investigation satisfied them that they had relatives in the United States. In each of these two cases there was every appearance of ability for self-support, as they were young, healthy, and above the average in point of intelligence. The remainder of the 60 had tickets or money to purchase tickets to destination. A few were going to Africa; the most of them to the United States. Among them were several Poles and a number of others, who were Catholics or Protestants, but all of them received and enjoyed the hospitable care and food furnished by the Jewish committee. They received tea, bread, and boiled eggs for supper, all of which looked inviting, and are furnished free of charge. The committee informed us that they made no distinction in their treatment in favor of the Jews; that while it was true that only Jews contributed to the funds to support their work, all nationalities and religions were gladly welcome to their protection and care, in the name of common humanity. They said that the Jew was hated not for his faults but for his good qualities; that the Jews ordered back into the Pale are superior in experience and education to those already there, and they only crowd out the inferior, who have lived within the Pale and who in order to live must get out.

PROPOSED CONFERENCE WITH CONTINENTAL STEAMSHIP LINES AT BREMEN.

On August 12 we notified the other commissioners, in a letter addressed to Capt. Cross, that the commission would hold a conference with the continental steamship companies at Bremen on October 1, and also mailed to Mr. J. G. Lohmann, director of the North German Lloyd Company, at Bremen, a letter asking him to call together the representatives of these companies.

The following is a copy of his invitation to the other companies, with the substance of our letter to him:

At the request of Col. Weber, U. S. Commissioner of Immigration, in his official capacity as chairman of the commission sent by the United States Government to investigate the conditions and matters concerning immigration to the United States, I have the honor to invite you to a conference which will take place at Bremen in the

museum hall on Thursday, the 1st of October next, at 10 a. m. An extract from his letter will indicate the questions to be discussed at the conference, to which I beg to call attention.

Respectfully,

LOHMANN,
Director North German Lloyd Company.

BREMEN, August 14, 1891.

[Extract of commissioners letter referred to by Director Lohmann.]

TO THE COMPAGNIE GÉNÉRALE TRANSATLANTIQUE, PARIS; THE HAMBURG-AMERICAN PACKET COMPANY, HAMBURG; THE NETHERLANDS-AMERICAN STEAMSHIP COMPANY, ROTTERDAM; RED STAR LINE, ANTWERP:

That we may be able to make a complete report to our Government upon the very important subject of emigration to the United States, we have thought it advisable to confer directly with all steamship lines engaged in carrying passengers to the United States, to the end that they may be made acquainted with the United States laws regulating passenger traffic; and further, that this commission may have the benefit of the practical experience which the steamship companies possess relative to this business.

For the putting this plan into operation the commission requested the attendance of the managers of the several lines doing business in Liverpool, at a meeting called there, at which nearly every steamship company was represented, and we had a full conference covering the whole subject of emigration and immigration, which we have every reason to believe will result in good to all concerned.

We wish, if possible, to do the same at Bremen, and we shall be under obligation to you if you will cause to be issued a notification to all the continental lines of steamships who are engaged in passenger traffic to meet this commission in Bremen on the 1st day of October, 1891, at such place and hour as will best suit all concerned. We would also request you to state in your letter of invitation to the several steamship lines that this commission would like to hear from the several gentlemen their views at length upon the practicability of—

First. The advisability, practical workings, and results of a consular inspection of emigrants who intend to go to the United States.

Second. Whether an inspection of intending emigrants by the subagents of the steamship companies, who are broadly scattered throughout Europe, would be more practicable than consular inspection, and if so, whether the several steamship lines have a sufficient control over their subagents to make this method effective and desirable.

The commission would also respectfully request that each steamship company furnish us with a tabular statement setting forth the number of steerage and cabin passengers returning to Europe from the United States in the several steamships belonging to each company, arranged by months and commencing with the 1st day of July, 1890, and ending the 30th of June, 1891.

The purpose of this tabular statement is to show officially to the people of the United States that there is a large number of passengers who return annually to Europe from the United States in the steerage as well as in the cabin. There is at this time a feeling of uneasiness among a large number of our citizens concerning the emigrants coming to our shores, and it is the wish of this commission to show in a clear and succinct manner the facts bearing upon this subject.

DRESDEN.

We left Berlin August 13, and on August 14, 1891, called at the United States consulate at Dresden. The consul was absent for the week, but Mr. De Soto, deputy consul, was present. We were shown the copy of the consul's reply to our circular letter, and Mr. De Soto further explained that the emigration from Saxony was small and confined to a good class of people. He gave it as his opinion that consular inspection would be useful only in the detection of criminals and paupers; and there were few, if any, of either of those classes in that district, for the reason that a governmental oversight of such people was strictly maintained. He gave us an account of the operations of the "Invalid Casse," an institution created and supervised by the government, which is designed to prevent pauperism. The chief feature of

this system is a species of tax imposed upon every domestic, wherever employed, and towards the payment of which the employer pays one-half, the employé one-half, and the German Government pays fifty marks annually to each policy. The Government issues a book to each domestic, in which at stated intervals stamps, issued by the Government, are affixed and canceled. The money derived from the sale of these stamps is used for the support of invalids and for the care in hospitals of those who are disabled by sickness or otherwise, and each person is entitled to receive its benefit during the period of necessity. It was stated that the Government derives a large revenue from this source and that the beneficiaries are well taken care of. Those who leave the country for any reason forfeit the sum paid in by them. He stated that the plan worked very well, preventing pauperism, and also enabled the officials to keep a record of individual movement, as the book accompanied the person from place to place, with reasons for leaving previous employers entered therein. This law provides that every person above the age of 16 years who is either a clerk, servant, or laborer, whose salary is less than 2,000 marks (about \$476) per annum, must have an insurance policy. The institution belongs to the state, and the police, post-office officials, and other Government subordinates serve notices, collect dues, etc. The premiums paid are in proportion to the wages received, and range from 3 to 7 cents per week, the benefits in case of need being from 114 to 140 marks annually, and under some peculiar circumstances they are greater.

From Dresden we returned to Berlin, and on the 15th day of August departed for St. Petersburg, Russia. As we spent the greatest portion of our time in Russia, and as the conditions found there are so different from those in any of the countries visited by us, we record our observations in a separate chapter.

RUSSIA.

We returned from Dresden to Berlin on the 15th day of August, 1891, and started for St. Petersburg at 11 p. m. Prior to our visit to Dresden we met certain gentlemen at Berlin, the substance of our interviews being here recorded, as they had reference solely to the conditions in Russia. At the first of these interviews we met Dr. H. M. Cohn and another gentleman, whose name as well as a more particular description are omitted for obvious reasons, except to say that he is in possession of the highest educational qualifications and has occupied chairs in universities of more than one European country. From him we obtained valuable information which our subsequent experiences and observations in Russia more than corroborated. We noticed that whenever one of the hotel attendants or a stranger drew near, the voices of these gentlemen were lowered, conversation stopped, or was turned from the conditions in Russia. The fact that this occurred in Berlin, and that one of the persons was a German subject and the other, although a Russian Hebrew, but who had as yet the right to live anywhere in Russia because of his educational attainments, foreshadowed to us the difficulty of obtaining from Hebrews in Russia statements free from the terror and danger of espionage. The same thing occurred next day in one of the private rooms of the hotel while at luncheon with Mr. E., a prominent citizen of the United States, who had lived four years in Russia, and Mr. D., a correspondent of one of the leading English journals. The latter gentleman has spent 17 years in Russia and is a British subject. Observing that we had noticed his change of tone

whenever the door opened for the waiter, he remarked that we need not be certain of being unwatched even there. In all probability we would be shadowed from the time we crossed the borders until we left the territory of Russia. We were afterwards told that it was largely due to his work that attention was first called to the condition of the Jews and which prompted the effort on the part of Baron Hirsch to send Mr. Arnold White as his representative to obtain some concessions from the Russian Government designed to mitigate the prevailing distress by extension of time and the formation of emigration committees in Russia. It is proper to state here, in connection with the idea that we would be under surveillance, that during the whole of our stay in Russia no evidence presented itself that such was the fact. The Russian officials with whom we came in contact were kind and courteous and did not interfere with our movements in any particular, with the exception occurring at Grodno, and which will be mentioned hereafter.

Dr. Cohn, in his interview, furnished us with a vast deal of information concerning the formation of the committees and a history of the movement of Jews which, at our request, he reduced to writing, and which seems to us to be not only interesting, but a valuable contribution to the record. We are therefore prompted to embody it in our report at this point, as it has a decided bearing upon the question of what incites emigration from Russia.

STATEMENT OF DR. H. M. COHN, OF BERLIN.

WHY CENTRAL GERMAN COMMITTEE FOR THE RELIEF OF RUSSIAN JEWS WAS FORMED.

In autumn, 1890, the news came from Russia that special laws against the Jewish population were to be passed. The denial of the Russian authorities calmed the excitement caused by these rumors, but for a short time. Indeed no new law was proposed, but the old rigorous laws which had fallen into desuetude were again put into practice.

This made the emigration of Russian Jews assume larger proportions and alarmed some of our New York coreligionists. They asked the "Alliance Israelite Universelle," in Paris, to arrange an international Jewish meeting which should work out a scheme how to divert the influx of Russian Jews from the United States, anyhow from crowded seaports like New York.

The meeting, which took place in October, 1890, dissolved without coming to a definite plan. It was resolved to check immigration as much as possible, but there was from the beginning little hope to put the resolution into practice. Nothing could be effected without an organization, and we were afraid that the existence of committees would excite the Russian Jews and increase emigration. Therefore nothing was done until about May, 1891. All people leaving Russia till about that time had no support from the Jews of other countries.

By and by the Berlin railway accommodations forced us to take some active part in the matter. The emigrant trains stop in Charlottenburg about six hours. Some Jews, having left Russia without sufficient means, took advantage of that chance to walk into the town and to collect there the money wanted. Thereupon some of our Charlottenburg coreligionists had a committee established which provided the emigrants, where necessary, with food, medical advice, and passenger tickets. But their means were soon insufficient, so they made a public appeal in nearly all our Berlin papers. Reporters went to Charlottenburg to look at the emigrants; the public went there as well; in short, public sympathy and interest was aroused. Under these circumstances the Berlin Jewish committee could not remain idle. It arranged a meeting which elected the Central German committee for the relief of Russian Jews.

ORGANIZATION AND PLANS OF THE CENTRAL COMMITTEE.

The committee immediately arranged an international meeting, which took place the 25th of May, 1891. A few days before, a like meeting was held in Paris, Berlin not being represented. The Paris meeting was still of opinion to do as little as possible in public for fear that emigration would be encouraged. But when we assembled in Berlin matters had gone too far to stick to that resolution.

The Berlin meeting in the beginning was not convinced that the number of Jewish Russian emigrants had increased. Indeed the statistics furnished by the railway officials of Charlottenburg scarcely gave an increase. But these statistics did not decide the matter, as the religion of the emigrants was not taken into consideration. It was suggested that the number of Christian emigrants had decreased since the Brazilian Government ceased to carry passengers free of charge. Therefore the same number of emigrants meant a greater number of Jewish emigrants. Indeed the railway officials shared the same opinion.

When the question was debated what to do with the emigrants, we were unanimous that we had nothing to do with people traveling at their own expense and not even asking our advice.

For the rest, we agreed only to help those people who had been driven from their homes. Of course, that principle can not be followed strictly. There are many persons not directly concerned who also lost their means of livelihood by the persecution of others. In many towns of the Pale, the newcomers from Moscow, etc., were so numerous that lodgings made prices doubly as high as they were before, while hard competition cut down the earnings. But, nevertheless, to proceed on this principle was not unwise, as it gave us a direction, and, becoming known in Russia, may have prevented people from emigrating.

The central committee absorbed the Charlottenburg committee, and established for better organization frontier committees, the main committees being in Konigsberg for the Prussian frontier, and in Myslowitz for the Silesian. The frontier committees, as a rule, followed certain principles:

(a) Wives and children called by their husbands were helped to their husbands' place of abode.

(b) People unfit for work were sent home again.

(c) People starting to join near relatives or friends in other countries were helped to do so.

For future plans there are different currents of opinions. One part of our committee, in accordance with Baron Hirsch's ideas, wants to clear Russia of Jews altogether; the other, to prevent people as much as possible from emigrating.

For the moment, anyhow, we are unanimous that emigration is to be retarded till the accommodations in the Argentine Republic have made sufficient progress.

But it must be borne in mind that in August and September the Argentine Republic was closed for preparations, and that we are now to send there, under Baron Hirsch's arrangement, 300 per week, this number to be increased later on.

It is to be borne in mind, as well, that a number of the people gone to America are sent back again. The United Hebrew Charities of New York have sent back every year from 1,000 to 1,200 Russian emigrants, mostly on cattle ships.

If we take this point into consideration, it may not be an exaggeration to say that up to the present time more Russian Jews have been sent from America to Russia than from Russia to America, as far as the help of committees is concerned.

With reference to the statement of returned Jews, we quote from the "Minutes of evidence taken before select committee on emigration and immigration," appointed by the British Parliament in 1889 and still in session:

"SIR JOHN COLOMB.

"1933. How is it that more poor Jews enter the Jewish shelter from the United States than poor Jews going to the United States?—A. The cause of that, as far as I am able to ascertain, is that the people who come from the United States are those who, as emigrants, have been failures. They have gone to the United States, attempted to find work, and, for a variety of reasons, have failed. Many of those people have come here, although they are absolutely en route for their native places. You will find that the column in which we deal with the numbers who return to their 'native place' gives a pretty high number; and we find that quite 95 per cent of those who come from the United States go back to their homes and do not remain in London. Most of them bring their fares with them.

"1934. That is the way you account for those who are 'failures'?—A. Yes; as emigrants they are failures.

"1935. Do you mean that they are rejected by the United States?—A. No; I do not mean that. I mean that they are people who have been to the United States; people who have no friends; find that the climate does not suit them; people who can not get employment; they are failures from such causes as lead to general failure in emigration. Many of the emigrants find that they are not comfortable or that they are not happy, in the United States; they think that they would be no worse off in their native places, and they go back home again.

"1937. That means, then, that the foreigners who have failed in the United States come to England, does it?—A. No; they go back to their native place.

"1938. Although 'failures,' you consider that they have made enough money to enable them to go back to their homes through England?—A. Yes.

"1939. Why do they come to the Poor Jews' Temporary Shelter, if they have got money?—A. I have asked them that question several times. Some of them say, 'Well, we have just been on the sea for a number of days, and want a rest before we travel again.'

"1940. I presume most of these people land at Liverpool, do they not?—A. No; not most of them. Many land at London and Tilbury, as well as at other English ports, and then make their way to Shelter.

"1941. By what line of steamers do they come from America?—A. They come by a variety of lines. Some of those who go to the Shelter come because they wish to write home to their friends for more money. We have had cases of that kind.

"1942. What ships come from the States to the Thames?—A. The 'Monarch' line brings them up to London, and I believe some of the ships of the 'National' line come to the Thames. I could not tell you all the lines, because I have not inquired into that; but the people who come into the Shelter do not all come to Liverpool; they arrive in London and other places."

THE JEW IN THE UNITED STATES.

You will, I hope, not consider it arrogant if I add a few remarks about the Jews in your country.

The Jews of Russia have great difficulty to find a place of rest, or even a fair judgment in public opinion. The qualities they are charged with are thoroughly contradictory. Reproached for having absorbed the wealth of Russia, they are refused in America as paupers.

Accused that they never work, especially do no manual labor, they are refused in America and Australia because they work too much, that is for wages below the usual rates.

It is not possible that so different opinions give us true pictures of the Russian Jews; they show more the character of the accusers than that of the accused. In the different countries where Jews are living, the inhabitants are different by trade, customs, laws, etc. What is thought good in one land is thought bad in another. Now, there being prejudices against the Jews, inherited and artificially nourished for political or business purposes, it is natural that the Jew is always represented on the unpopular side; that, for instance, in France he always is said to be an agent of Prince Bismarck, while in Germany he is represented as a French partisan.

We can do little against that. Our misfortune is that we are few in numbers. One says we are influential and mighty, but that is a falsehood. If we really were mighty, those who declaim against us would be the first to flatter us. It is, on the contrary, our lack of political influence which renders an attack upon us so easy. Five millions of German immigrants are living in the United States, according to Washington reports, while only 300,000 Russian people, part of them Christians, are living there. Why does nobody protest against the German immigration, but against the Jewish? How does it come that even the German press in America foments prejudice against the Jewish immigration, when they should remember that they also are strangers in their adopted country.

The reason is that the Germans have political influence, through their press and their number of voters; the Jews have no influence. Of course nobody will admit that, and some sham reasons are given—that the Jews from Russia are paupers or assisted emigrants.

The Jews may be poor, but they are no paupers; they do not become public burdens. According to the sixteenth report of the United Hebrew Charities of New York (for 1890), out of 1,300 inmates of the city almshouse only one was a Jew, instead of 200, which would be the number if proportionately distributed. So while they pay, as is notorious, very high contributions for universal philanthropic works, they support their poor by their own means. The Russian Jew did not emigrate because he was unsuccessful at home, but because a barbarous law hindered him. And while he had to spend his last money for bribery to be at least allowed to leave the country, it is very natural that he had to be assisted.

But is he the only sort of assisted emigrants? Of course not the only, nor the worst neither. The worst sort of assisted emigrants have their berths in the first and second cabin. The son of a rich father, who has never learned to work, who has spent thousands, and has brought sorrow upon his family, as a last chance is sent to America. If he finishes there in prison, it is at least far from home. And when he goes there, and comes to Castle Garden with a convenient suit and some money in his pocket, he is not considered an assisted emigrant or a pauper.

Also the German anarchists, like Most, Rheinsdorff, and his friends, were not "assisted emigrants," but they were helped out of our country by the rigorous punishments they had to fear.

You once asked me if it was true that all the nihilists were Jews. I could show you the contrary by the names of the tried nihilists; by chance the American anarchists nearly all are German. Nevertheless, the Germans are not charged with it.

You charge the Russian Jew, that he is not fit for agriculture.

But Jewish American people know that also the tradesman and the merchants add to the wealth of the country, and, therefore, the reproach is injudicious or unjust. It was the law which prevented Jews from being artisans or farmers. These laws were in Europe mostly abolished in 1848. Of course, as so often the son follows the vocation of his father, as the sons of merchants rarely become artisans or farmers, it will take some time before the Jews take their proportionate part in manual, especially agricultural, labor. Also in Russia in the Pale—with exception of some colonies specially established, they were not allowed to till the soil. These colonies may be styled a success, if you consider that the colonist had not only to feed himself, but the Russian official, that he got bad and insufficient tracts of land, and that he had to suffer from a great number of poor harvests. Mr. White's report to Baron de Hirsch, anyhow, shows that in the south of Russia there exists a real rural Jewish population;* the colonists have remained true to their new vocation, and a colony in New Jersey, where industrial work is done in winter, is going on quite well.

About the colonies in Palestine, a special book, "Wo hinaus," which I send you, will give you information.

In Germany some Jews are going on very well as tillers of the soil and squires. Perhaps the most comforting experiment is that made in the Argentine Republic. Two years ago several hundred Russian Jewish emigrants came to Berlin without money. They were helped to the Argentine Republic. Other emigrants failed there under the parochial system, which obliges the tiller of the soil to pay half of his income as rent to the landowner. But these Jews, accustomed to live on a crust of bread, had success. That is the more marvelous as they were not agricultural laborers before. They received no help but nevertheless got on very well and are at least in an independent position.

It was this experiment which directed the attention of Baron de Hirsch to the Argentine Republic.

Therefore it may not be considered partial to believe that as a rule the Russian Jewish emigrant will prove an advantage to his new country, a country for which he will feel deep gratitude as the first which gave rest to his wornout body and comfort to his tortured mind.

We reached the border, where our passports were first brought in demand, and entered Russia at 12.30 p. m., next day, via Eydtkuhnen and Wirballen. We had previously written and telegraphed to Mr. Wurts, secretary of the United States legation at St. Petersburg, and who, in the absence of Minister Smith, was in charge of affairs, and also to Mr. Crawford, U. S. consul-general, advising them of our proposed visit. Undoubtedly, owing to the kind offices of these gentlemen, we were courteously treated by the Russian officials, receiving special attention and prompt disposition at their hands. We were two nights and nearly two days on the cars, about forty hours altogether, en route to St. Petersburg. For the first day we traveled through the northwestern part of the Jewish Pale of settlement, to which frequent reference will be made, and which later on will be more particularly described. The general appearance of the country within the Pale, as seen from the cars, did not differ materially from that part in Russia outside of the Pale and along the line of railroad to St. Petersburg. It is not very inviting or fertile; its cultivation as compared with that of England or Germany is slipshod and untidy. Crops were being harvested as we passed through, the grain being reaped by women with sickles, and to us scarcely appeared worth gathering. The houses are low one-story wood, with roofs thatched with straw, and in marked contrast to those on the German side of the line. The churches were always the imposing structures in every village and city visited.

ST. PETERSBURG.

We arrived at St. Petersburg on the 17th instant in the afternoon, where we met Dr. John Martin Crawford, consul-general, who gave us every attention and kindly offered to furnish us with any information in his power upon the subject of our business.

* See p. 171 *et seq.*

Mr. Crawford stated that he wished first of all to disabuse our minds of the idea that a stranger in Russia was constantly shadowed or under surveillance; that he could go about there as freely as at home, and, in his opinion, there would be no hindrance or obstacle in the way of our making a thorough investigation of the subject we had in hand. There are few separate houses in the city of St. Petersburg, nearly all being constructed on the block or flat system, with the entrances in charge of persons called "schweitzars" and "dvorniks," who, while not officially connected with the police, are held responsible for the report to headquarters of the coming and going of every person. By reason of this system it is entirely feasible, Mr. Crawford continued, to obtain a report of the doings, standard, and character of intending emigrants. He also stated that he had no personal knowledge of Jews having been ordered from the city, but had heard of some being ordered out of Moscow. He claimed that he had evidence which would prove that many Jews not from Russia claimed to be Russian Jews because of their belief that better treatment and care would be extended in consequence of such statement, and that, in his opinion, the movement of the Jews is largely stimulated by the Baron Hirsch fund. It was now, his impression, after diligent inquiry, that the nihilistic movements in Russia were of a fanatic character similar to those attending the Lincoln and Garfield assassinations, especially that of Lincoln; that the love for the Czar was universal among his people; that they had implicit faith in his divine right to rule, and that they would destroy any person who, in the public streets or elsewhere, should undertake to deride such an idea.

On the next day, August 18, we called at the United States Legation and found Mr. Wurts, the secretary, in charge, who received us very cordially and tendered his services to facilitate our work. With him we called at the Foreign Office, but found the officials away, owing to its being a holiday. Mr. Wurts informed us that he had anticipated our desire for an interview with the minister of the interior and had made a written application for such interview two days before our arrival at St. Petersburg.

It was our intention at this desired audience with the minister of the interior to inform him that the subject of emigration to the United States was one which had awakened a good deal of interest, and had given rise to serious thought on the part of our people, and that among the questions upon which they desired definite knowledge and clearer light were the causes which incited emigration from foreign countries to ours; that the commission consisted of five members, who had arranged to visit nearly all of the European countries, and that this part of it (Commissioners Weber and Kempster) had already visited portions of France, Belgium, Holland, Germany, and had now reached Russia for the same purpose, and intended to visit Austria and Hungary later; that we were not sent to investigate particularly the conditions of affairs in Russia, but in Europe generally, but that our investigations here would almost entirely limit our observations to the exodus of the Jews as, up to the time of our departure from the United States, the emigration from Russia was almost entirely confined to that class of people. It was also our intention to say to him, after frankly stating the object of our visit as here outlined, that we desired the permission of the Russian Government to prosecute such inquiries as would reveal to us the reasons for emigration, to ask their coöperation where necessary, and if this desire was not entirely agreeable to him or his Government we would be pleased to be so informed, in which case we would depart from Russia and continue our investigations elsewhere.

By invitation of Mr. Wurts, we met Mr. Arnold White, who was in Russia for the purpose of negotiating arrangements for Baron Hirsch to properly regulate emigration, and with whom we had an extended interview upon the conditions and status of the Jews in Russia, Mr. White having previously visited Russia, more particularly the southwestern part of the Jewish Pale.

On the next day, August 19, with Mr. Wurts, we called on Mr. Chichkine, adjunct to minister of foreign affairs (corresponding to our assistant secretary of state), to whom we stated in substance the object of our mission and desires, as we intended to present them to the minister of the interior. Mr. Chichkine was formerly connected with the Russian Legation at Washington, speaks our language quite well, and received and treated us with marked courtesy. He suggested that we arrange a programme, giving the places we desired to visit, and that Mr. Wurts address to him a note requesting documents and letters to enable us to visit such places and investigate, which would be gladly furnished. This itinerary was made out, and, through Mr. Wurts, was forwarded as suggested, but the promised letters were not received.

We then called on Baron Osten-Sacken, chief of the commercial department of the ministry of foreign affairs, who stated that he was interested in the matter of emigration, although it was not in his department, and that the subject was practically a new one to the Russian Government, as until lately the emigration from Russia has been a movement of which the authorities were hardly conscious. Their attention had been recently attracted to a considerable outflow from the Gubernia of Suvalsky, which is one of the northern Polish provinces, and has furnished a large number of emigrants* to this country.

He asked if it was claimed by these people that they emigrated because of religious persecution. He was assured that no knowledge of such claim had as yet reached us, and we presumed that, whatever the cause, the movement having been once started, the conditions of our country attracted them, such conditions being made known through the pioneers who had preceded. He replied that he imagined the liberty of going anywhere in our great country without a passport was the chief incentive for joining us, and this, in his judgment, was one of the great reforms which must soon be inaugurated in Russia. When it was suggested that the attempt to compel the Jews to return within the Pale might be one of the reasons which induced emigration, he replied: "It is impossible to get them back; it can not be done, but you will hear other opinions on this. This is my personal opinion, not an official statement; it is not in my department." After some further conversation concerning this question, Commissioner Kempster, apprehending that he might possibly have misunderstood our mission, said: "I hope Baron Osten-Sacken does not understand that we are here to incite emigration to our country of the class of people that come from Russia, but are here to learn the causes which induce emigration," to which he replied: "If you desire to avoid these people we stand on the same ground." He assured us of his interest in the matter which brought us to their country, and said that he would be pleased to do anything in his power to aid us in our investigations. He handed us a circular published by the "Société de Géographie Commerciale," of Paris, written by Prince de Cassano, on the "actual conditions of European emigration." In substance this circular states that emigration is largely stimulated by the operations of agents and subagents of steamship companies whose objects are the commissions involved. As we will hereafter refer to Prince de Cassano, whom we met at Bremen,

* Non-Jews.

we simply say here that we have no doubt that his tour among the boarding houses with us, where this feature was examined in detail, materially modified his views in this respect.

After waiting five days and receiving no reply to Mr. Wurts' note to the minister of the interior, praying for an audience, which he had sent two days before our arrival, and not having received the letters promised by Mr. Chichkine, it seemed to us unprofitable to delay our departure from St. Petersburg any longer. Having asked for an interview for the purpose of stating our mission and obtaining the sanction of the authorities to our investigations, we could not well prosecute inquiries at St. Petersburg until permission was received, and we therefore concluded that we would push ahead and continue examinations until we were notified to stop our efforts in that direction. We arranged to have Mr. Chichkine's promised letters forwarded, but, as already stated, the letters were not received.

Under date of August 24, we received at Moscow, from Mr. Wurts, a letter saying, "This moment a note comes from the minister of the interior appointing a meeting for to-morrow," but we did not feel warranted in retracing our steps and returning to St. Petersburg for the interview applied for ten days before.

MOSCOW.

August 22d we left St. Petersburg for Moscow, arriving there Sunday morning. In the afternoon we strolled into a market-place, which presented to us an unusual sight and seemed to furnish abundant reasons for emigration. The trading here was confined to second-hand clothing, boots, shoes, knives, pencils, grindstones, needles, etc., and appeared to be the refuse articles of a great city. We found Jews, Cossacks, Tartars, Russians, and Turks; men, women, and children; bare-headed, some barefooted, others with "bast" shoes, made of thin strips of basswood interwoven after the manner of baskets, laced in front with cordage. Men with sheepskin overcoats, wool side in, calico trousers, and bast shoes. Shoemakers, standing in the street, pegging boots, using a long club, standing upright and inserted into the boot as a last, and various other kinds of mending and repairing done "while you wait."

In the afternoon we drove to the house of Mr. A., in the suburbs, who arranged to have Mr. B.* call at 2 p. m., Monday, August 24, for consultation and information. We met Mr. B. at his office and in the evening

* We shall frequently in this report give initials of persons or names of places other than those which properly belong to the subjects, the reason being that these people are still in Russia and we realize the hazard to which they would be subjected if they could be identified, as it was frequently stated to us that identification meant neither more nor less than financial ruin and exile to Siberia. These reasons will appear more obvious as we progress in this work. We apprehend that the greatest difficulty we shall have to contend with is to make clear to those unfamiliar with the situation the vast differences between conditions in Russia and those prevailing in our own country or any other country we visited. This is not surprising when we recall the fact that in going through the Pale we were guided by men who, although selected because of their supposed thorough knowledge and understanding of the situation, were themselves staggered by the facts as they confronted us. These gentlemen placed themselves entirely at our disposal and were recommended to us by a distinguished personage whom we regret to say we are unable to give even slight credit for aid rendered by the mention of his name in this report, as he is officially connected with the Russian Government and the publication of his name would probably mean serious trouble to him.

we went to his house in the suburbs. As we stepped upon the veranda two young lads of about 16 years of age peered around the corner of the house and, on being noticed, the proprietor said: "It is all right, boys; these gentlemen are not connected with the police." He introduced them as nephews who lived some distance away with their parents and who were spending a few days of their school vacation with him. They were both bright, intelligent young men, and clad in their neat school uniforms presented a most attractive appearance. The fact that they were there simply as temporary visitors at the house of a near relative and must remain in hiding, is illustrative of one of the conditions prevailing in Russia, to which, and others more serious, the people affected have adjusted themselves.

The gentleman referred to gave us in a hurried manner a statement of the general existing conditions which seemed so incredible that we stated in reply that, while we had no desire to question his veracity, they would not be accepted as true by our people unless corroborated by undoubted evidence. We may state here, in this connection, that while some of the instances related to us were not actually corroborated as to such specific cases, yet similar cases, or analogous to them in all essential features, were found again and again.

In order that a partial understanding of the singularly complicated conditions in Russia may be reached, we present a brief history and status of the Jew in Russia, also the restrictive laws leveled against that class,* together with recent expulsion regulations, secret police orders, and their operations; a description of the Jewish Pale of settlement where Jews are permitted to live, the ukases and circulars inviting them into the interior, and their subsequent modification and revocation, all of which are pertinent to your instructions to ascertain and report "the causes which incite emigration."

HISTORY AND STATUS OF THE JEW† IN RUSSIA.

The period when the Jews first entered any part of what is now Russian territory is not known with any degree of certainty. That it was long before the Christian era there is no doubt, for there are to be seen to-day in the cemetery of Chufut Kaleh the tombs of Jews upon which dates are cut showing that the sepulchred were buried there long anterior to the advent of Christ.

In the earlier days of the Russian dynasty, the Czars, or Kings as they were then called, were pagans. Ruric, being the earliest of the great rulers, was a pagan, as were many of his successors.

Then, as now, it seemed that the ruling passion of the Kings was the extension of territory. Then, as now, the movement was toward the East. This brought the Russians of the earlier days into conflict with the Touranians, whose territory is now known by the modern names of Astrakhan, Saratov, and Samara, where the famine of this year first assumed such alarming proportions, and also Simbirsk, all Gubernia of southern and eastern Russia, and considered the most fruitful agricultural provinces of the realm. Among the Touranians a large number of people received instruction from the Semites who had migrated thither, and who embraced the Jewish faith. These people, who were known by the name of Khazars, had a King of their own, and being a brave, warlike people, they were often embroiled in attempts

* See p. 149 *et seq.*

† The words "Jew" and "Christian" are the common designation of these classes in Russia, and are therefore so used in this report.

prevent Russian invasion toward the East, and were for a time successful. After some of these successful excursions made by the Khazars, they taught the Russian pagans the tenets of the Jewish faith, and, it is said, that some of the early Russian Kings became converts to this belief. It is upon the tombs of these people that the inscriptions are found in the cemetery of Chufut Kaleb.

To this day there are found scattered throughout the eastern parts of Astrakhan, Saratov, Samara, and Simbirsk the remnants of this ancient tribe of Khazars, now thoroughly "Russified" in all respects, except that they still cling to the old rule of worshipping God on the seventh day, and are called Subbotnik or Sabbatarians.

Vladimir (seventh from Ruric) once sent for the teachers and exponents of the several faiths about him, that he might learn something of their religious belief, being desirous of discarding paganism. It is said he was much impressed by the exposition of the Jewish belief, and was upon the point of accepting it as his own, when he asked, "Where is your country and your great temple?" Being told that the Romans had driven them out of their own country and destroyed their temple, he replied, "Your God could not think much of you or he would have taken better care of your country," and then accepted the Christian faith.

Investigations made relative to the precise date when Jews first came into Russia are unsatisfactory, but it is shown beyond a doubt that they were in the territory afterwards acquired by Russia, if they had not already penetrated it, in considerable numbers and for many years anterior to the promulgation of the Christian doctrines in that country. They had followed the course and settled along the fertile valleys of the great rivers, but how they came there originally is a matter enveloped in mystery.

They were permitted to remain in this territory without molestation, so far as anything is positively known on the subject, until the fifth century, when, for some reason, they were driven out of Kiev, but returned again, and it appears that there was no well-directed plan of expulsion organized to drive them out until shortly after the beginning of the eleventh century. In the year 1110, one Gyda, the English wife of the ruling Czar, emulating the example set by her own country people, induced her husband to issue an edict against them, and they were driven out, many of them finding their way across the country into Lithuania, the territory afterwards known as Poland, and which was later on seized by the Czars. The fact that the Jews were ever after persecuted more or less in the province of Kiev may account for the large numbers of them found in Poland when that country finally became incorporated with the territorial domains of Russia, and their numbers were farther augmented by those who fled from the persecutions in Germany, France, and England.

The Government of Lithuania, in the fourteenth century, guaranteed to the Jews "safety of life and property, the full freedom of the practice of their own religion, unmolested rights of trade and industry, and freedom to go and come as they chose." At that time their principal pursuit was that of agriculture, which had been carried on by them in that country since the year 893, when they asked for and obtained an allotment of crown lands for this purpose, and it was not until about 1569 that some restrictions were placed upon them, and these related to the matter of dress. These restrictions afterwards became more severe as the nobility of Lithuania became more warlike in their general character.

In sharp contrast with the lenient laws of the Lithuanians is that edict promulgated by Alexis Mikhailovitch, the second of the Romanoff family on the throne, who, by ukase, provided that the punishment of death should follow perverting a Christian to the Jewish faith.

In 1650 the King of Poland requested the Russian Government to permit Jews to enter Russia for the purposes of trade. The answer given him then has characterized the feeling of the Russian Government toward the Jews from that time to this. It was as follows: "It is not seemly that Jews should come to Russia, because they pervert the Russians from Christianity." Subsequent reasons given for the restrictions of the Jews were to the same effect, and their civil rights were interfered with because the people mistrusted the followers of Moses and believed they would pervert Christians from the true faith.

Under the reign of the Empress Elizabeth edicts were issued expelling the Jews because of their religious opinions. She caused the expulsion of the court physician, one of the most learned men of the day, eminent not only in his profession, but in scholarly attainments generally, whom she had previously especially invited to come into Russia in the year 1731. Afterwards, however, learning that he belonged to the hated race, she caused his expulsion in 1749, saying that while she had much regard for men of learning, she desired her scholars to be good Christians, and this, Dr. Sanchez was not. In consequence of this universal hatred among the Russians, the Jews were repeatedly forcibly expelled, and in 1742 a ukase was issued compelling all Jews of whatever rank or condition to leave the territory of Russia, and provided that not one of them should be readmitted unless such an one embraced the orthodox Greek faith.

Up to this time the Russians had been chiefly concerned with conquests toward the East, but now a new condition presented itself which very seriously affected the question of how to dispose of the Jews in Russia. In 1792 Russia, then governed by Catharine the Second, took from Poland what is called "White Russia" (Vitebsk and Mohilev), in which territory were a large number of Jews. As they had been taken with those provinces, situated in the territory which had formerly guaranteed to the Jews equal rights with the Lithuanians, a new difficulty occurred. Here were the Jews. Should they be expelled across the border according to the ukase of 1742?

Catherine the second was not a woman to allow differences of opinion in religious matters to interfere with her general policy for the acquisition of new territory, and having now within her borders a large number of the Jews taken with the new territory her policy for the time was one of toleration for them; for seeing the disaster and ruin which would necessarily follow their expulsion from the newly acquired territory, as the Jews were generally in comfortable circumstances, she disregarded the question of their religious belief, and for the time they were permitted to remain unmolested where they had resided for so many years, but measures were soon taken to restrict the Jews within the captured provinces. In the year 1786 she gave to the Jews, by special edict, the right of enrolling themselves in the trade guilds, and proclaimed that everyone, "irrespective of creed, shall enjoy under the laws the advantages and privileges of his rank and condition." There was, however, much opposition to this privilege, and subsequently, in 1791, she issued a ukase which provided "That the Jews do not possess the right of enrolling themselves as merchants in the towns and seaports of the Empire, and that they only enjoy the privileges of the Jews in "White Russia." This ukase was issued only after she had

taken the provinces of Taurida (the Crimea) and Kherson from the Turks, which gave to Russia all that territory which includes the seaport towns of Odessa and Kertsch. Odessa at that time was a mere hamlet, but Catherine foresaw the importance of the place, and immediately took steps to build up the city which has since become of such consequence.

The same ukase that shut out the Jews from the seaport towns also cut them off from the great river bottoms of Russia, the Volga, Don Dnieper, and Dniester, all of which flowed through the garden of the Empire, and with the exception of the Volga, empty into the Black Sea, the northern shore of which she now controlled. The same ukase was made to apply with special force to the captured provinces of Ekaterinoslav and Taurida, in which were some settlements of Jews living in the rich agricultural districts.

There was still popular outcry against the leniency of the Empress Catherine, and in 1794, eight years after having guaranteed them "equal privileges," etc., she issued an edict levying a double tax upon all Jews who had availed themselves of the opportunity she had afforded them in the edict of 1786, which among other things had invited them to enroll themselves as merchants, traders, and burghers, and which gave "equal advantages and privileges to all."

The successive conquests made from the territory of Poland brought into Russian domains what is now known as the "Jewish Pale of Settlement," consisting of fifteen provinces or gubernia, in which it is claimed that the Jews have a right of permanent residence, although it will be shown that this statement is subject to great limitation.

JEWISH PALE OF SETTLEMENT.

The "Pale of Settlement" in which the "Jews have had the right to live," although driven by the May laws of 1882 from the farm lands within the Pale, except in a few places, is, in all but the southern and southeastern provinces, a flat sandy country. The soil was never productive and seems hardly capable of sustaining the population on it. The southern and southeastern provinces, especially the Crimea, are rich agricultural regions, in fact the garden of the Empire. Along the entire western border touching Germany and Austro-Hungary, there is a stretch of country more than four degrees (240 miles) in width, extending from Courland on the north to the Black Sea on the south, which has served a double purpose. Not only is it used as a "Pale of Settlement" for Jews, but it forms a bulwark stronger than fortifications to resist the approach of an invading force. No army could subsist on that stretch of land which lies between Poland and the more productive parts of Russia, 300 miles distant; indeed, it was upon this very ground that Napoleon I sacrificed the lives of 400,000 men.

This "Pale of Settlement" is made up of fifteen provinces or gubernia, all of which have been captured from Poland and Turkey. The first of these, Tschernigov, Poltova, and Ekaterinoslav, known as "Little Russia," were taken from Poland in 1670; Vitebsk and Mohilev, or "White Russia," were conquered from Poland in 1772; Kovno, Wilna, Grodno, Minsk, Kiev, Podolia, and Volhynia were also taken from Poland in 1795; Taurida (the Crimea), Kherson, and Bessarabia were taken from Turkey. These fifteen provinces contain about 313,000 square miles, but an edict ordering that no Jew should live within 50 versts (33 miles) of the frontier of the Pale (this border line being about 1,500 miles long), reduced the size of the Pale to about the dimensions of the

State of Texas. In 1891 this territory contained nearly 25,000,000 inhabitants, of whom about 4,000,000 were Jews. Until the year 1882 the Jew had the right of settlement established by successive ukases to reside anywhere within the Pale.

In that year orders were promulgated by Gen. Ignatieff which are now universally known as the May laws, the first section of which is the most important, and is as follows:

As a temporary measure, and until a general revision has been made in a proper manner of the laws concerning the Jews, it is forbidden to the Jews henceforth to settle outside the towns and townlets,* the only exception admitted being in those Jewish colonies that have existed before, and whose inhabitants are agriculturalists.

The effect of this was to create a number of Pales within the Pale, as that, coupled with the second section of the law, crowds the Jews from the rural districts and small villages into the towns and townlets of the Pale.

The second section suspends temporarily the "Completion of instruments of purchase of real property and mortgages in the name of Jews; as also the registration of Jews as lessees of landed estates situated outside the precincts of towns and townlets." The tendency of this was to still further restrict the possibility of Jews to live in the country districts, for if a Jew might not secure land by purchase, mortgage, or lease, his agricultural life must end. Poland was excepted under these May laws.

These May laws are known as "Temporary orders;" they may however, last forever, and have already existed for nine years. The Emperor gave his consent to these temporary laws on the 3d day of May, 1882. This still permitted those Jews who were living in the rural districts of the Pale, at the time of the issuing of these temporary orders, to continue their residences, but it prevented additions, and we shall have occasion to cite a number of cases showing how strictly, unfairly, and harshly these laws were and are construed against those who were established before their issuance. For instance, a young man is called into the service as a soldier; upon his discharge he returns to his former place of residence and is refused permission to settle there, as it is outside a town or townlet, and because he has changed his residence. In one case an old man having lived for years in a little village, and had there sustained himself, was obliged temporarily to remove in order that his landlord might repair his dwelling. When he returned he was notified that he had changed his residence and was not permitted to stay.

It is true that these May laws shortly after their issuance, because of the protests that were sent from other countries, were relaxed in their severity and in many places were practically a dead letter; for what is law in one Gubernium is not considered so in another, depending entirely upon the view of the officials in charge, and upon the ability of the proscribed classes to pay the tribute of blackmail levied by the authorities and police. We would not make these statements so strong were it not for the fact that it is so general as to be admitted by the Russian people and our oft-repeated questions to the Jews as to how they "kept on good terms with the police," was regularly answered in a tone which indicated surprise that intelligent persons should ask for information upon a subject so universally known as to be considered almost the corner stone of their official edifice.

* The towns and townlets referred to are those within the Pale.

RECENT REGULATIONS AND THEIR OPERATIONS.

In 1865 a decree was issued inviting into the interior, from the Pale, certain classes who at that time had not the right of residence outside of the Pale, among them being "hand workers" or artisans. The ground work of this decree, as stated therein, was that there was a surplus of artisans in the Pale and a deficiency in the interior, and that it was designed not only to relieve the one, but to foster and develop the industries of the other.

In 1880 another circular was issued, which in substance gave the right of residence outside the Pale to all those who were then living outside the Pale. Under these two decrees or circulars many of the Jews settled in the interior, established themselves in business, married, many of them raised children and grandchildren who never were within the Pale, but who have since received orders to leave and go to the districts where their parents and grandparents were previously inscribed to take up the burden of life under conditions with which they are not familiar and among people who are strangers.

The promulgation of the May laws of 1882 was the first intimation that new restrictions were intended, and the construction of these laws, except during the interval when they were practically disregarded by the authorities because of the protests already referred to, have been growing more and more severe and always against the Jews. The artisans, however, who were invited to live in the interior were not affected until within the last few months. The first evidence in this direction was found in the difficulty of obtaining the annual renewal of their certificates of artisanship from the artisan guilds, which are managed and controlled by boards, in the affairs of which the Jews have no voice, however great may be their membership. Many cases came to our attention, which will be cited hereafter, showing that the common method, before the order expelling them was actually promulgated, was to visit the workshops in which these artisans were employed when they were out delivering work, or perhaps on a holiday, and because they were not found actually engaged in such artisans' work at the time of the visit were reported as being fraudulently enrolled in the artisan's guild and thereupon expelled to the Pale. Men who were enrolled as artisans to pursue the vocation of watchmakers were expelled because they had sold watch keys, one of the conditions being that they should not sell anything except articles of their own manufacture. Tailors were expelled because the buttons which were sold on the clothes were not manufactured by them. These were mere tricks, resorted to in advance of the order which subsequently came expelling all artisans from Moscow, and indicates a desire to illustrate the practical workings of laws which had been suggested, were being considered, but had not yet been legally decreed. It may be wise, in order to ascertain the practical effect of a contemplated law, to put it into operation experimentally, but it is, nevertheless, startling to an American.

It evidently worked satisfactorily to the Russian authorities, as it was followed up by an edict, issued in July last* expelling artisans and others who had been formally invited to come there and build up Russian industries and are now driven out.

At an artisan school we met one Solomon Wolfsohn, single, 31 years old, born in Kovno, lived in Moscow seventeen years, was a mechanic's apprentice three years, six years in military service, the last two as a

* See page 165.

noncommissioned officer, and for a part of the time detailed on special duty; was formerly in business for himself, running a machine shop; employed from 4 to 13 men, but business not being profitable, he went to Orenberg and worked there for awhile; then returned to Moscow in January, 1891. Since then he has been in charge of the mechanical department of this artisan school. Notwithstanding he had formerly the right to live in Moscow as an artisan and a teacher, on July 14 he was notified by the police to appear before them and was requested to sign the usual "voluntary agreement" that he would leave within three months. This method of obtaining voluntary agreements is the one now usually resorted to by the police and its "voluntary" character may be judged by reading the following, translated from an original document now in our possession, names omitted:

JULY 14, 1891.

I, ———, the undersigned ——— little citizen ——— residing in Moscow from ——— year, where ———.

According to the order of his imperial highness the governor-general of Moscow, with agreement of the minister of the interior, expressed in the order of the chief of police of Moscow of July 16, No. 110, I obligate myself to leave Moscow voluntarily in the term of ———.

Dated and verified.

Obligation taken by ———.

OKOLOTOCHNY,
Subordinate Officer.

House No. ———, Street ———.

By comparing the dates referred to above it will be seen that the notification to sign the agreement, as well as the agreement itself, was dated July 14, 1891, two days prior to the order of the chief of police, upon which it was based, dated July 16, 1891.

It may be stated in passing, that a refusal to sign such "voluntary" agreement meant a peremptory notice to leave within twenty-four or forty-eight hours or be sent by etape. Wolfsohn's crime is that he is a Jew. He is a strong, healthy, bright, intelligent man, and a capable mechanic, judging from specimens of his work we saw at this school. He has some money, about 500 rubles, and intends going to the United States. (A few days before writing this part of the report Mr. Wolfsohn arrived in New York and is already engaged as an instructor in one of the trade schools in New York City.)

Up to April, 1891, when he was removed, Prince Dolgorouki was the governor-general of Moscow. He was credited with being a humane official and gave personal attention to his duties. It was stated that he was removed because a more rigorous policy against the Jews was to be put into operation and the Jewish question was used as a leverage to bring about his removal. The brother of the Emperor, Grand Duke Sergius, was appointed governor-general in place of Prince Dolgorouki, and during the interval between his appointment and assumption of the duties of the office, viz, from April 10 to May 6, Gen. Kostanda, chief military commander of the district of Moscow, performed the duties devolving upon the governor-general. It is claimed that the minister of the interior, at the direction of the Emperor, notified the governors that all privileges accorded to the Jews since 1865 were abolished, the order being published on the 1st and 2d days of the Jewish Passover, viz, 9th and 10th of April, 1891.*

This order, however, was signed by the Emperor sometime before, but was held back by Gen. Yourkoffsky, chief of the Moscow police.

* New style Gregorian calendar, which is twelve days ahead of old style or Julian calendar. Under the old style the above dates would be March 28 and 29.

It is said that Gen. Kostanda had received instructions to "clear out the Jews" before the new governor-general assumed charge.

Immediately after the publication of these orders, the police force, aided by the fire brigade of Moscow, surrounded the Jewish quarter. This occurred during the night, and the officials visited the tenements, routed out men, women, and children, and marched them to the police station. Just before this one of the police officials on friendly terms with a Jewish rabbi informed him that on that night a raid would be made. So far as he was able, this rabbi notified his people, and in consequence many were away from their homes wandering about the streets; some fled to the suburbs, others to the cemeteries, and a few engaged "droschkies" and drove about the city, from place to place, during the night. Some of the people who escaped, and whom we afterwards saw and talked with, stated that they took their families to houses of prostitution and hired rooms for the night from the inmates, these being the only available places of temporary shelter against the cold.

About two months previous to our visit Mayor Alexeiev, of Moscow, addressed a circular letter to all hospitals under the jurisdiction of the municipal authorities, directing that no Jews be admitted for treatment whether having the right of residence or not. Mrs. ———, took to one of these hospitals for the treatment of eye and ear diseases an old man, whose sight was destroyed in one eye and had a cataract growing in the other, for the purpose of treatment, and was refused because he was a Jew. This old man was subsequently seen by us in the suburbs, where he was living in hiding, and the story confirmed by him. His condition was most pitiable, paralysis having been added to his other afflictions.

To another hospital, where the "Pasteur method" for the treatment of hydrophobia had been established (this being the only institution of the kind in Russia), there was brought a man for treatment who had been bitten by a rabid dog. The medical authorities, under instructions of the circular already cited, were compelled to refuse him treatment, but they did issue a certificate signed by the medical superintendent in charge, whom we saw and who corroborated the story, to the effect that the man had been examined, that he had the symptoms of hydrophobia, and that his only chance of cure was in being treated at that institution by the Pasteur methods. Admission, however, was still refused, and the man was carried away on a stretcher. The superintendent also said that the man would have been admitted for treatment had it not been for the order referred to.

All artisans who are members of the artisan guild, and without which the right to reside out of the Pale is not conferred, must pay a hospital tax in order to avail themselves of hospital treatment, notwithstanding which the circular above referred to forbidding entrance to hospitals was issued. The following is a copy of a receipt for such taxes, showing that it embraces the time up to November 29, 1891, while the circular forbidding their reception at hospitals was issued sometime in June preceding:

Receipt of the Moscow City Administration for the payment of 1 ruble 25 kopecks, for the benefit of the hospitals for workingmen residents of Mohilev Government, town of Homel, name Rachel Leah, daughter of Isaac Sakoshauskay. Hospital taxes up to 29 November, 1891.

Seal, &c.

As has already been stated, the relaxation of the May laws of 1882, and the circulars of 1865 and 1880, inviting artisans and certain others

into the interior, brought persons to the interior who were not embraced in the categories specified in such circulars, and therefore there were a number who had not the legal right to live in these places, but were tolerated by the police in cases where it was made an object to such officials. Among them was a young girl named Molka Chalphin, 18 years of age, a seamstress who worked in Moscow two or three years, and who was in the habit of sending from her earnings about 10 rubles per month to her mother, who lived in the Pale. Since the active movement against the Jews she had lived in Moscow secretly, but the measures increasing in severity her country people feared to take the risk of harboring her until she finally was confronted with the alternative of applying for a "yellow ticket" (the protective ticket of a prostitute, who, besides Russians and certain specified classes, are the only ones permitted to live anywhere in Russia) or to return to the prescribed Pale, where she could not find work to support herself and assist her mother. She wandered about the streets a few nights, and finally, in despair, threw herself into the river Moscow, from which, after resistance on her part, she was rescued. At the station house she firmly insisted that she had no motive to destroy herself except that under the Russian law she saw no way of avoiding a life of shame, and stated that her "only crime was that she was a Jewess." Some kindly disposed ladies hearing of the case became interested and, after tenderly nursing her back to a proper condition, sent her home. One of these ladies received a letter written by the mother of Molka, expressing gratitude for the kindness exhibited to her daughter, the original of which is in our possession. We have had it translated and extract as follows:

H——, May 18th, 1891.

Honored and Esteemed Lady:

When this letter reaches your hands you will surely be astonished that I permitted myself the liberty to write to you, and if I did not know your noble heart I would not have dared to do it. But my daughter Molka has told me so much about you—how you saved her from death—that I feel impelled to express my heartfelt gratitude, though, unfortunately, only by letter to you, as an angel guardian sent by God. God will make you happy wherever you go, and your glory shall be known to all the world. Our Jews ought to be proud of the fact that such a woman is living among them in Russia. Highly esteemed lady, I am unable to express to you in words how great my gratitude is and how much you deserve it. * * * God will not forgive the murderers who brought my child to despair. * * * I can not describe to you what sort of a child she is. Every mother holds her child dear, especially when it behaves well. I think it is better not to be born at all than not to be able to do good to one's own children. Oh, how I felt when my daughter had to apply to strange people for help, who did not know her at all, and to whom she felt so grateful. Of course you did not act from a desire to receive her thanks, but from mere humanity's sake and pity, because you are a human being who lives for others. May God preserve you and make you happy. * * * Pray, finish the good work you commenced.

With my prayers for you and your husband, I remain,

When the persecutions first began they resulted in crowding the already overcrowded Pale with men who were obliged to leave the interior, thus bringing about so furious a competition within the Pale as to result in the conditions which will be described later on, it being practically a case of the survival of the fittest. The weak ones were crowded to the wall, and the first rush of these people from Russia brought to our country representatives of what may be called the weaker or poorer classes. Those who had more extended business interests were reserved until later on, the time to close out their affairs being graded according to the number in the family and their business standing. The better class of these people, therefore, are beginning to move.

Men prominent in business circles, who have always lived in the interior, and who have enjoyed the advantages of cultivated, refined people, whose children have been tenderly reared and highly educated, must now leave. A few examples of this kind as well as of others not yet expelled will be in order at this stage of the report, with a view of showing the effect upon business. We add here that the loss of credit and ruination of business so frequently complained of as hereinafter set forth was corroborated by statements made to us by prominent bankers, who also, in many instances, verified the financial standing of these parties.

Mr. —, cashier and managing director of a bank, whom we saw, as we did a number of others in the same banking institution, and who had been ordered out, stated:

I am now 61 years of age; I have lived out of the Pale forty years, and in Moscow twenty-three years; I have two children, a daughter married to an army surgeon who has been decorated for distinguished services in war, and who has the right to live here because of his position, and a son, who is a graduate of the university, and up to this time has also such right. I have been with this bank since its foundation and am now its cashier and manager, at a salary of 7,000 rubles per year (equal to about \$3,500, but so far as expense of living is concerned a ruble may be stated to be equivalent in value to a dollar here). I want to live with my children and grandchildren and die in their midst. I am ordered out and presume must go.

Another gentleman in the same institution, Mr. F., 28 years of age, head bookkeeper and correspondence clerk; speaks and writes fluently German, Russian, Polish, and French; has lived in Moscow since 1885; has been expelled to leave in three months, which time has been extended to January 1, 1892.

Mr. T., of the discount division, same bank, salary 2,800 rubles, 34 years old, with a family, expelled to leave in three months; time extended to January 1, 1892.

Mr. R., chief of correspondence department, same bank, 44 years old, wife and five children, expelled to leave in three months; time extended to January 1, 1892; resided in Moscow seven years; salary 4,000 rubles per annum. Asked where he was going, replied, "God only knows; they need no chief of correspondence in the Pale."

All of the above were uncertain as to their future and seemed hopeless and crushed in spirit. From others we learned that the extension of time referred to was secured by reason of being on "good terms" with the police.

L. Newmark, 55 years old, manufacturer of buttons, employs 30 to 60 workmen, all Christians; annual sales, 50,000 rubles; income, from 4,000 to 8,000 rubles; has lived in Moscow twenty-one years; expelled, to leave July 12, 1892. Does not know where to go; has a patent for metal parts of buttons; has received a bronze medal and diploma from the Paris exposition of 1889, and a silver medal and diploma from the Antwerp exposition for excellence of workmanship; his business is practically ruined.

The Messrs. Marosoff, Russians, manufacturers of cottons, calicoes, shirtings, etc., own the largest concern of this kind in Russia, with business places at Iwanoff-Wosnezensk, Vladimirsky Gubernium (about 40 versts from Moscow), sometimes called the Manchester of Russia. In their various establishments this firm employs from 20,000 to 40,000 men. The principal products are sold by agents, who in order to obtain exclusive sale in certain prescribed districts obligate themselves to dispose of large quantities agreed upon. There are about 20 of the company's principal agents, all Jews, who, in average years, aggregated in sales over 100,000,000 rubles. The trade has grown from 3,000,000

rubles thirty years ago to over 100,000,000 rubles now. These Jews have two years to wind up their business in, which is very much extended, and to close up in less time would ruin the agents and cause great loss to the Russian manufacturers. The regard for these manufacturers procured an extension of time for the expelled. The Messrs. Marosoff and other manufacturers applied for exemption as it would ruin business and paralyze industry, which, with the aid of the Jews, they have built up as stated. They were informed that they did not appreciate their own interests in appealing for a cessation of the measures looking towards the total expulsion of the Jews; that while it was true temporary disturbance and distress would ensue, yet in the course of time there would be a vast increase in business and they would then reap the benefits of these rigorous measures.

Mr. Julius Rabbínovitch, 36 years old, married, two children, resident of Moscow fifteen years, born in the Pale, merchant of the first guild. According to the law he must have resided and paid the first guild fees for five years within the Pale before he can be entitled to the right of residence in the interior as a merchant of the first guild. He came to Moscow before he had resided the full five years in the Pale as such merchant of the first guild, to enter into the business of sheet and railroad iron merchant, and in this was engaged fifteen years. He was, however, permitted residence upon the payment of the fees of the first guild, 1,000 rubles per annum—his last payment being made on January 1, 1891, which entitled him to continue his business under that payment until January 1, 1892, but on July 23, 1891, he received notice from the police to visit headquarters where he was informed that he must leave Moscow within six months. He was permitted for the present to retain his passport but must report in three months that he is closing up his business and preparing to go. To comply with this order he was obliged to make large sacrifices of his business interests. His books show that his profits were about 1,000 rubles per month. He said that his property is fairly worth 200,000 rubles, he having built up a business which before the order of expulsion was the first of its kind in Moscow. He has a house well furnished, is a member of the synagogue, has an academic education, and is respected in the community. He said: "I sacrifice my home, my furniture, my business, and go forth to wander hardly knowing where. I think, however, I shall go to London." This gentleman speaks excellent English, is a highly educated man, of fine appearance and address. When asked why he was ordered away replied, "Because I am a Jew; should I become an orthodox I could stay and have anything I want." The police told him he must leave in six months, but for 50 rubles he might stay a year. He replied, "I will not give you one kopeck." He said he knows of several merchants who have the right to stay because they are full members of the first guild but who will have to go because they are boycotted. "The banks will not accept or discount our paper, and it is therefore impossible to do business even if we had the right of residence." He said all people of this guild must certify that they do not belong to any political organization before they are permitted to begin business. His mother's name is written in his passport, although she never came here, remaining in her native place. When the police found her name in the passport they asked him to agree that his mother should never visit him in Moscow, and this he was compelled to do. He has letters of recommendation which were exhibited to us, from merchants and bankers (Christians), to gentlemen in London, certifying to his ability and business capacity. He has two brothers-in-law living in Moscow,

one a physician, the other a lawyer not yet admitted to practice, but neither of them can now get any business, although thoroughly capable and possessing university degrees. The lawyer has recently been drafted for the army and must serve there, although he will have no right to reside here if he should live to return from the service.

Mr. Rabinovitch also stated that living with his family was an orphan, a friend of his wife, and whom we afterwards saw. She is an educated and refined young lady, who has been ordered to go also, as she has not now and can not gain the right to remain, her parents who had the right of residence having died while she was at school. She is a highly cultivated young lady, 23 years old, a graduate of an institution in St. Petersburg fitting her to teach young ladies. She came to Moscow for that purpose. She speaks English fluently and is thoroughly versed in Russian, German, and French. She can not remain, however, Mr. Rabinovitch said, unless under the protection of the "yellow ticket." Continuing, he said, "There are only two conditions now under which a young Jewess can reside outside of the Pale in Russia—one is to be converted to the orthodox church, and the other is to join the ranks of the prostitutes."

When asked what he would probably save from the wreck of his fortune, which he estimated at 200,000 rubles, he replied that he hoped to be able to reach London with between 17,000 and 18,000 rubles. [Commissioner Kempster, on his return to London, met Mr. R., where he had already established himself in business, and there learned that he reached London with 16,400 rubles].

Miss A. K., aged 18, a neatly dressed, intelligent young lady, born in Moscow, her parents having lived there 27 years. She is a graduate of the gymnasium and is now attending the Conservatory of Moscow, where she is perfecting her musical education with a design to teach. Her father is a merchant, and ever since his residence in Moscow has carried on his business, living under the right of circular No. 30. They are now ordered to leave here within six months. Where they are to go they do not know. She wanted information as to whether it would be possible for her to maintain herself by her profession if she should come to America.

Mr. H. Press has lived in Moscow fourteen years, where he has carried on the business of fur dyer and preparer of furs for manufacture; employs 50 men—all Russians; has two bronze medals from the Russian Exposition of 1882-'85 for excellence of workmanship, and is the pioneer of this kind of work in this country. Previous to his establishing this business it was all done outside of Russia. He is registered in the Kovno Gubernium, and must leave the city of Moscow in twelve months, having already signed the "voluntary agreement" presented to him last Saturday for his signature. Has invested a capital of 10,000 rubles; but two months ago ordered machinery for the extension of his business, which cost him 6,800 marks and which is now in the custom-house. The machinery is paid for, but the duties are not. It will cost him between 6,000 and 7,000 rubles more to set it up, and he can not afford, under the circumstances, to take the risk. He asked for an extension of time for one year additional, so that he might set up his machinery and possibly sell out his establishment, but this has been denied. He is registered as an artisan, and all such must now go. He is paying the tax of a merchant of the second guild, but as artisans are now expelled, his payment of the tax for belonging to the second guild is of no avail. He has supported six families at his former residence in Kovno. He does not know how these families will live or what he

can do. His house furniture cost him over 4,000 rubles, which he will be obliged to sell for little or nothing. He has a business reputation extending over the whole of Russia; four-fifths of his business is done in Moscow. He said:

My ambition has been to build up a business that my children and children's children might continue, and my great desire has been to establish a reputation in my line it being the first of the kind in this country.

There will be more serious restrictions upon us, and I look for help from no quarter this side of Heaven. I could remain here and carry on my business if I would agree to be baptized. To do so I would violate my conscience and destroy my manhood. Without conscience or manhood I can not expect to succeed in anything. I do not pretend to be a pious man, but have a conscience which I know when I violate. I do not believe that the good God compels a specific form of worship. I do not claim that my religion is better than others. I respect all religions and believe that differences are necessary for the advancement of civilization, but there is a moral right belonging to each man to follow his own conviction. I do not ask or want the right of the nobleman, but I do desire the right of one of those drunken peasants who lie about the streets. When I go to a place to make complaints they say, "You are a Jew." If I violate a law punish me, but do not punish me for not violating laws. I should not be persecuted on account of religion. I have achieved a fair reputation for honorable dealing, and have had in my factory the property of others amounting to 200,000 rubles. I have a right to be proud of such evidence of confidence in my integrity. It is my stock and capital in business, which must be sacrificed because I am a Jew. I have ruined no man, but have helped many poor, for I can not forget that I came to Moscow a poor man.

He showed us the photograph of his little 9-year-old daughter, who he said he desired to educate better than he himself had been educated, but he can not gain for her admission to the schools. He said:

I have therefore procured a private governess, who is a Christian, to educate the child at my own home. My son I have brought up in this business, and he is a better man than I, because he is better educated; but now he must go. I want him to establish himself in America.

Mr. Press is a large, fine-looking, manly person, who spoke with fluency and deep feeling.

EFFECT OF THE PERSECUTIONS ON BUSINESS.

A. W., a dry goods merchant of the first guild, and therefore has the right of residence here. Business sales averaged about 1,500,000 rubles per annum; will be less than 500,000 this year; would be pleased to have it still less, as his losses would be lighter. He says he does not know to whom to sell, and his business since the March troubles has been paralyzed. Because of this he has already since that time had paper protested to the amount of over 100,000 rubles.

O. G., merchant of the first guild, manufacturer of silks, satins, plushes, etc., has two factories, one here in Moscow and the other in the country; employs altogether about 900 workmen, chiefly Russians; among them nine Jew clerks and four Jews employed in the factories, who are expelled and expect to go to America. His business is very much depressed and injured, owing to the troubles; claims that he can not carry on his business with Russian clerks and assistants. The business was founded by his father, and is thoroughly well established. We visited his Moscow factory, which was shut down, owing to its being a Russian holiday. The fact that his employes were largely Russians was evidenced by a number of little shrines in the work rooms. The specimens of his manufacture of silks, satins, plushes, and velvets were found to be excellent in character and quality. He started to rebuild his factory about two years ago, which he said he would not think of doing now. Most of his machinery is of foreign make, with a Buckeye engine and boiler from the United States.

The effect of this pressure upon the Jews and upon business is disastrous in general, and it was difficult for us to understand why these persecutions were persisted in, in view of the inevitable distress plainly foreshadowed, already felt, and which must continue to increase, and which increase is corroborated by the reports that have come to us privately and through the press since our return.

The reason, so far as we are able to gather from the mass of evidence, some of which was irrelevant, a good deal contradictory, and all strange, was at first supposed to be based largely on religious fanaticism and partly on economic grounds. In view of the fact, however, that the current of others from Russia (non-Jews), and not members of the orthodox Greek Church, such as Germans (cases of which we met after leaving Russia), the sect known as Stundists (a species of Baptist), Menonites, etc., is growing, we are inclined to the belief that it is mostly, if not altogether, a case of religious persecution.

On August 25 we again met Mr. Bl. at his office, and found there several gentlemen, who made statements as to the existing conditions; and for the purpose of verification we visited the prison, hospital, artisan's school (where we met the Jewish committee of Moscow), and the Smolensky depot to see departing emigrants. We had seen published, and had frequently heard made, statements that Jews were sent to the *étape* prisons and forwarded by *étape* in chains for no other reason than that they were Jews. This has been denied, and met by statements that Jews in such convoys were simply ordinary criminals. It would have been a simple matter to single out the Jews in such convoys, but it was not possible to corroborate their statements, even if permitted to make them, that they were marched by *etape* for no reason other than that they were Jews, as the guards would not likely know of the circumstances, or disclose them if they did. It was necessary, therefore, to obtain entrance to such prison and there learn the reason for the confinement of the Jew inmates. Without letters from the authorities to open the doors to us it did not seem practicable to secure the desired entrance, and we were informed that it was strictly forbidden to admit persons without orders. A method was found, however, to open the doors, and on one of the days during our stay in Moscow Commissioner Weber visited the receiving prison, opposite the Smolny monastery. Among the prisoners was Bela Reisa, who is registered in Mohilev, a province within the Pale; has been a widow for eight years, by occupation a cook, and as such has been permitted as a matter of right to live in Moscow, her passport requiring, as in all cases, annual renewal. On the 30th day of March, 1891, she handed this passport to the police authorities in Moscow to be transmitted to her place of registry for the usual certification preparatory to renewal, but the same had not been returned to her, and notwithstanding she had in her possession a certificate showing that her passport had been handed in for renewal, she was arrested for not having a passport and confined in this prison and ordered to be sent by *étape* to her birthplace. The following is a translation of the certificate, showing that her passport was properly in the hands of the authorities for renewal:

[Ministry of the Interior. From the Elder of the Mohilev Community. No. 825.]

MARCH 30, 1891.

The passport of the native of Mohilev, Bela Reisa, daughter of Morducha Termanowa, was sent to the police captain of the 1st precinct of Akmovsky, district of the city of Moscow.

She stated that the only food received was "bitter bread."

Another case was that of Samuel Joseph Levin; a boy of 15. This boy was born in Moscow; his father lived in ———, near Moscow. He was inscribed in his father's passport and had the right to live outside the Pale. The father was absent at his place of registry in order to obtain a certificate for the renewal of his passport. While the father was absent the boy was arrested, sent to this prison, and also ordered to be sent by *étape*. Both of these persons claimed that they had committed no offense, but were confined simply because they were Jews. This statement was corroborated to Commissioner Weber by the official in charge, who spoke German fairly well. He said that these people, meaning the woman and boy, are not criminals; on the contrary good people, and that they had been ordered to be sent by *étape* because they were Jews.

With reference to the charge that Jews not guilty of crimes (except that of having been born Jews), are sent by *étape* in chains, and which has been so vigorously denied, it is fully established by official documents, duly signed and sealed with the official seal, which we saw. These documents were in the shape of blanks, filled out, giving, among other things, in their proper columns, the "names" (which, for prudential reasons, are omitted), that he "must leave the place because"—(we give the Russian words as well as the translation), "*Za neimeniem prava proshivat V,*" which translated reads: "For not having the right to reside in." In another column headed, "How shall the subjects be sent," were these words: "*V narouchniach,*" the translation of which is, "In handcuffs."

This was the translation as furnished to us, and in order to make sure that there was no mistake, a certain prominent official was visited to whom the paper was handed, so folded that nothing should appear but the indicated language. He promptly translated the same, as we had already been informed. When he read "in handcuffs" he seemed then for the first time to comprehend its meaning, and immediately said, "You must not mix me up in this matter."

JEWISH COMMITTEE OF MOSCOW.

The Jewish committee of Moscow is a body forced into existence by the distressful conditions which were precipitated upon their people, and is composed of professional and business men who have yet the right of residence there. The chief aim of the committee is to assist those who have been ordered out, and in consequence, are compelled to sacrifice their property and to aid them in reaching the Pale by the ordinary methods of conveyance instead of being sent by *étape*. They do not aid them to go beyond the Pale. At this committee room we met a number of Jews who had been ordered out, the statements of some of whom we present hereafter. The books of this committee were examined by us showing the receipts by contributions from charitable persons with the expenditures, the beneficiaries, the town in Russia to which they were ticketed, the number of tickets issued, and the sums given for food en route. The account begins April 9, 1891, and was posted up to August 15, 1891, showing an expenditure of 25,900 rubles. Two thousand one hundred and ninety-five tickets for adults were purchased and a large number of quarter tickets for children. Although the collections have been 27,000 rubles up to date, we were informed that no more could be made owing to the general demoralization among the Jews who have heretofore contributed. All credit among them is destroyed and no one knows where the blow may next fall.

CASES SEEN AND STATEMENTS TAKEN AT THE COMMITTEE ROOMS.

A widow by the name of Nakhema, lived here twenty-one years; her husband was a merchant. After his death she worked at shirt-making and during the five years of her widowhood has earned about 60 rubles per month, aided by her daughter, who has more than an average education. The committee furnished them tickets to Warsaw, Poland.

An old man by the name of Levy, lived here nineteen years; had a shirt-making establishment; annual profits from 4,000 to 5,000 rubles. Since the raid in April, nearly five months, he has taken in only about 400 rubles because of the loss of customers and general trade disturbance. His son "has the right to remain here also," but both are ordered to leave in nine months. He is more favorably situated than others as he has parents within the Pale who can assist him.

Simon Toohatsinsky, aged 40 years, six years in Moscow; a baker, and therefore had the right of residence. He is married and has five children, daughters. Ordered to leave within two months by the police who took his passport away and told him that it would be returned to him "day after to-morrow." This was two weeks ago and the passport has not yet been received and of course will not be. He came from Kovno where he learned his trade. He had been earning 60 rubles per month; now he can not get 20. His daughter, a tailoress, 19 years old, has also been ordered away. He was one of the victims of the "oblava," the midnight raid of last April. This man, although having the right to reside in Moscow by reason of his artisan's certificate, was arrested and confined in a dark room until 8 in the morning, and then taken to the police station where he was detained for twenty-eight hours longer without anything to eat. Provisions were brought for him but they were not allowed to be delivered. Those who had the right of residence as he had, were finally discharged; the others were sent by *étapé*, handcuffed with criminals, among them several murderers. He said that he knew them to be murderers as they wore a yellow diamond on the back, thieves being decorated with black ones. Nearly 500 were arrested that night and 260 sent to prison. A family of five children were taken from the father because the mother was absent. The children were all small and had nothing to eat for thirty-six hours.

Mr. Lebin, cook, aged 44, lived here nearly twenty-seven years; came from Mohilev; married, seven children, from 10 to 23 years old; ordered away August 24, but got six months grace. A policeman came to his house and asked him to sign the usual voluntary agreement to go out in six months. He saw the midnight raid already described, but fortunately for him, was outside of the circle. He has at various times sheltered relatives for the night who came to Moscow on a visit, and for which he was fined 40 rubles for each offense and the last time was imprisoned for one month. Since then he has not dared to shelter his relatives when they came on a simple visit. This man wants to go to the Argentine Republic.

Mrs. Ita Zalkin, a widow 40 years old; one son 12 years, two daughters 15 and 18, and one daughter married. Is a cook and therefore had the right of residence. A month ago she, as well as the sons and daughters, received notice to leave within three months. She wants to go to where some of her people are, in America. Her employers speak of her as a very excellent woman.

Raphael Efross, married, wife, five daughters and one son, has been here twenty-four years and has the right of residence in Moscow as assistant to his brother, a tradesman of the first guild. About a month

ago, July 25, his passport was called in with a request for his statement whether he came here to work for his brother or whether he is simply a resident of the city. His son has been ordered out, to leave within six months. The father was daily expecting an order of expulsion. (Since we saw him the order of expulsion has been served, and he is now on his way to America.) He lived near the étapé prison, this being the one already referred to. He has been in the habit of distributing food and assisting the people who have been expelled and are in transit; said the men are chained and handcuffed to each other but not the women and children. No distinction is made between Jews and criminals going by étapé and they are mixed indiscriminately with criminals of all kinds, although the convicts are kept separate in the prison. Mrs. Efross, wife of Raphael, whom we saw at her home, told us of a woman named Nerschovitz, from Nijni-Novgorod, accompanied by her husband and five children, who had been ordered out and were going to Warsaw. On the way to Moscow, and in prison, she was delivered of a child which was seven days old when they reached here. They remained here three weeks and Mrs. Efross frequently took nourishment and clothing for the child to the prison. They were forwarded by étapé with about 50 other prisoners on the 27-28 July, the husband being in chains. He had formerly been a shopkeeper, and his crime was that he is a Jew. Mrs. Efross said that she had often tried to furnish food to the children and the women, but was usually driven away by the soldiers. She frequently went with the column from the forwarding prison to the station for the purpose of furnishing those people who said they could not eat the prison fare, with food, money, or clothing. She was successful only when the officer in charge was kindly disposed. She has seen the kind-hearted Russians, moved by the pitiable condition of these people, give them money as they passed through the streets.

One woman, Mrs. Sterman, had some money and wanted to pay for food, but was not permitted to do so by the officers. This mode of relief is hampered materially by the fear of expulsion or punishment of those who thus attempt to succor their unfortunate race.

Mrs. Efross is a gray-haired, kindly faced, woman, bright and intelligent, and surrounded by her daughters makes as pretty a picture of good home life as can be seen anywhere. Stamped upon her face is the illy concealed expression of fear so commonly characteristic of all these people, yet there was that about her which indicated a spirit of resignation and stern conviction that she is doing only her duty, and is sustained by a trust in the better time which the Jew in Russia looks forward to. Her son, who is married and has four children, has been ordered away, but as yet does not know where to go.

Mrs. Lena Lahulman, tailoress, married, two children; her husband was first a tradesman in a small way and lived here under the protection of the wife who was enrolled as an artisan. A month ago they were notified they must leave within four months; and as this would carry them late into the fall they wanted to go as soon as possible. They expressed a wish to go to America to earn their living, if they could do so by industry. They are intelligent people but have little means. They have always had a comfortable home, the husband having a German as well as a Russian education. He was compelled to sign the usual "voluntary agreement;" she came here originally with her mother and was married here.

Mrs. Olga Izakoschanokaja, tailoress, married, two children. Her husband is in Homel in the Pale and has not the right of residence here.

has been ordered to go within three months. She was born in Tulu outside of the Pale and therefore can not go back there. She wishes to go to the United States. She has no relatives or friends there but says she has been informed that in America one can earn a living by industry and that no one is there persecuted. She has always earned her own living.

S. S., wife and five children, has resided here for eighteen years with his family, is a merchant and successful in business. Last spring he started to visit Jerusalem. Upon reaching Odessa he heard that the police had surrounded the district where he lived, but he thought it was a false newspaper report. At Juntza he received a telegram from his wife, stating that they had trouble, and asking him to return at once. She was ill and was not arrested, but saw the "oblava" arrests and corroborates the statements already made. He states that stores were being closed every day by order of the police because their proprietors are Jews. At one of these stores, where clothing was sold, the proprietor told us he did not know where to go, but was disposing of his stock as rapidly as possible. Mr. S. has six months to get away and is selling his goods at a large sacrifice in order to close out in time. He has a pharmacy also, and expects that this business will soon be confined in its sales to the Jewish population, and as the Jews are being expelled there will be no trade of this kind even if he retained the right to remain. The police visited him at his house, presented the usual "voluntary" agreement to sign, and told him he must leave because it was the Emperor's will, not because he was a criminal, but because he was a Jew, and that if he did not sign and leave voluntarily he would be sent by *étapé* in chains. A friend of his named Pariser, a native of Poltava, had also been ordered away, but presuming upon the fact that he was a favorite in the community he hoped to get relief from the edict. He was arrested, however, chained to a criminal, and forwarded by *étapé* to Poltava, and to prevent a similar fate Mr. S. signed the agreement and is now anxious to get away. He goes from here to Warsaw, where he says he will be safer, but eventually he intends to go to Palestine, where since the days of the Cossacks the Jews are permitted to reside.

H., agent for foreign houses of various manufactures, an intelligent gentleman, 47 years old, married, wife and daughter, has lived in Moscow twenty-four years as a matter of right, first as an artisan under circular 30, 1880, and also as the representative of another person who had the right to live here. Has lived in his present habitation sixteen years. To avoid annoyance he has purchased police protection, costing 50 to 60 rubles annually (which he says was very cheap, the low rate being due to the fact that he is an old patron of the police). On August 24 he was visited by a policeman who had several hundred blank forms, one of which he was directed to sign, and which obligated him to leave Moscow before August 26, 1892 (one year). Under the recent circular he belonged to the category given a six months limit, but owing to the "friendship of the police," his good standing, and the importance of the interests he represented, he was granted twelve months. He expects to take all the time allowed him to wind up his affairs. He says that 90 per cent of his fortune (about 100,000 rubles) will be sacrificed, and he would willingly take 25 per cent to-day. He does not yet know where he will go, but he says his great desire is to go to some country where he can be a free man. He prefers a dry crust and freedom. He is a very bright and accomplished gentleman. With tears in his eyes he related occurrences that at that time seemed to us

hardly credible. He told us of a certain Misintieve, a paralytic, who in March last was carried by the police on a stretcher to the railroad station and expelled because he was a Jew. In vain they were implored to leave him until fit to travel. He died shortly afterwards. This gentleman's brother-in-law, having a wife and seven children ranging from $1\frac{1}{2}$ to 17 years of age, has also signed the "voluntary agreement" to leave in nine months. He is a soapmaker and has lived in Moscow twenty-eight years; was married and all his children born there. The children of school age are well educated, several of them receiving the distinction of "best scholar" and have their names inscribed on the "gold slate." He does not know where to go. He has 25 to 30 employés, all Russians, being forbidden to employ Jews. "I am ruined, and nothing but misery stares me in the face. It means baptism or expulsion." Another brother-in-law, S., has a glove manufactory employing 25 men, has signed the usual agreement to leave in six months. Being unwilling to face the misery of expulsion he has gone to Warsaw, where he has registered to be baptized an "English Reformist," after which he will return here and endeavor to live unmolested. Questioned about the surrounding by police and fire brigade of a certain quarter of Moscow in April, Mr. H. asked whether we had ever seen a bear or wolf hunt where they formed an "oblava," meaning a circle towards the center of which the prey is driven. "If you have you can form an idea of the plan pursued by the authorities on that occasion." On that night he had five or six guests at his house at a card party. At midnight his friends departed, and about fifteen minutes later, after he and family had retired, his servant informed him that they had returned, and said that the place was surrounded by the police, who ordered them back. Two of the young ladies of the party were very much frightened, whom he quieted with the information that the police were friendly. Shortly afterwards one of these officials came, whom he asked why, in view of their friendship, he came at that unseemly hour to disturb him. He replied that he had strict orders to examine all houses to discover Jews who had no right to live in Moscow, but as he was his friend he might inform his guests to keep quiet, as they would not be molested. They afterward left without interference. From the same building 10 or 12 were taken to the station house, where after examination they were either discharged or sent to prison.

August 26, 1891.—Mr. B., a prominent business man, well educated, seventeen years in Moscow related: His father belonged to the first guild in Kiev, paying the required rates for twenty years. He himself has lived here under circular 30, as general manager of a large corporation. He has been notified to leave, and signed the usual agreement to go within one year from July 14. One of his sons is in the university, the other in the gymnasium. He may return to Kiev. Kiev although in the Pale has a small Pale within itself, but this gentleman has the right to live anywhere in that city. As his business interests can be transferred to Kiev he does not anticipate a very great sacrifice in the transfer. He took charge of the business seven years ago, it having been formerly managed entirely by Russians. At that time the stock of the concern sold at about 10 per cent of its par value, but has since sold for 80 per cent, and is now worth 120. He says he is on "good terms with the police" from whom he received frequent notices to loan them money which is never repaid, in fact, never demanded, as the expectation of a notification to report at the "outchastok" (police station) prevents. He repeated the statement frequently made that no bank will now discount Jewish paper, as credit is completely destroyed,

no one being safe from expulsion. He purchased extension of the expulsion limit, his limit being three months; he had it extended to twelve months at a cost of 100 rubles. One of his assistants is a Jew, having a wife and seven children, who received the usual notice to leave, and to save himself was baptized in the orthodox church. For a while he was undisturbed, but finally he was notified that he could stay, but his family must leave. They purchased peace at the same price, viz: baptism. Another of his assistants refused to be baptized, saying he preferred to die. He has a three-months' limit. Mr. B. spoke of him as a very praiseworthy person with whom he would entrust unlimited sums of money. He said that one-half of the income of the middle class of Jews has been required to purchase police protection. He claims that Russian tradesmen and citizens are generally kindly disposed towards his race, and that it would be an easy matter for a Jew to obtain fifty signatures to a petition permitting him to remain in Moscow. Has known of such abject misery among his people that even some of the police have been moved to pity, and contributed from their own pockets to relieve them, and of Russian people who furnished temporary shelter to expelled Jews or those who dared not return to their houses for the night.

Brutskus Brothers, manufacturers of leather goods, trunks, portfolios, pocketbooks, etc. Joseph has lived in Moscow twenty-five years, another brother twenty-two years, and the third eighteen years, all married, the three together having twenty-one children. They have been proprietors of the business fifteen years and their employes in and outside of the factory and dependent on their business, number 150 to 175. Bought the business originally for 100 rubles, had a capital then of 600 rubles, annual sales until recently have been 180,000 rubles. The factory, stock, and business was worth prior to the disturbances 45,000 rubles; must now sacrifice at least 25,000 rubles. Received notice in April to leave within twelve months. A son (over 21), three assistants, a bookkeeper, a clerk and cashier, received three months' grace, another assistant who paid the police, five and a half months'. Another with five children twelve months. Asked if he paid anything for his privilege (he being in the category granting a six-months limit) shrugged his shoulders and replied "No one receives grace without paying the police." He called his creditors together, told them his credit was gone and his business ruined. He exhibited to us the statement which he placed before his creditors showing assets 100,800 rubles, acceptance outstanding 41,500 rubles, commercial paper discounted and outstanding 56,884 rubles, of which about 10,000 rubles had already gone to protest. Their customers can not or will not pay; those refusing because no new goods will be sold to them. The factory and arrangements cost over 10,000 rubles. They advertised it for sale three times but have had no bids. They would gladly take 2,000 rubles. For his office furniture for which he paid 800 rubles he has received a bid of 50 rubles; would sell for 100. Would sell wagons, sleighs, etc., for 10 per cent of cost. Sold one horse costing 150 rubles for 48. When asked where he intended to go he said he did not know. Twenty-five years ago some of his relatives went to Chicago; about the same time he went to Moscow. A correspondence has been kept up, the Chicago relatives writing that they had prospered and were rich. They replied that they too had prospered. "Our Chicago relatives are American citizens. We are driven into a strange world with twenty-one children and are almost ashamed to go to our Chicago friends. We are aimless and hopeless." Tears streamed from this man's eyes as he told his tale.

He is an intelligent, well preserved man forty-seven years of age. "My children have been thoroughly educated as fast as they grew up, education having thus far carried with it certain privileges but these are now taken away."

Mr. E., vouched for as a young man of respectability, a former resident of the Volga region, said of the people there: "They are mostly of German, Swiss, and Bavarian extraction. They had concessions from Catherine the Second, freeing them from military service for one hundred years, to which afterwards was added fifty years. This term expired twelve or thirteen years ago. Many of them are Mennonites, some of whom first emigrated to Mexico and afterwards to the United States. The movement was checked by bad reports from the emigrants, but owing to impoverished land, hard times in Russia, and official pressure it is again beginning, and emigration to the United States may be expected in the near future." (As already stated, this is beginning to manifest itself.) The pioneers to the United States were of the better class who desired to escape military duty and settle in a free country. They did not own their lands along the Volga, but held them under three-year leases.

We next visited the school for the Jewish artisans in Moscow, where boys are educated and taught some trade. This institution has been supported entirely by the Jewish community, but the recent order will effectively destroy it. Some of its teachers and women cook about the place have already been ordered to leave, and wives of the members of the committee have been temporarily pressed into service to replace such cooks. There are now 25 orphan boys lodged here and 40 others obtain their meals at this place. Twelve little fellows were eating their dinners at the time we visited, all children of parents who have been expelled from the city and who have no other place to go for bread. As we entered another department of this institution one of the employés, a baker, believing that we were police spies, fled precipitately, fearing we were going to arrest him. Adjoining this school was a very fine building, designed for a synagogue, upon which there have already been expended about 200,000 rubles. The head of the Greek Church, M. Pobiedonostzev, ordered the cupolas taken down on the ground that the orthodox peasants might mistake it for one of their own churches. The plan of this synagogue was originally approved by the municipal and other authorities, as required. One of the committee stated that it will never be finished, as there is crying need for the money they have for other and more urgent purposes.

At a hospital subsequently visited we also created terror to the physicians in charge, who begged us not to mention their names in connection with the subject-matter of our inquiries. They were so evidently desirous of leaving the hospital, and so panic stricken, that we felt compelled to leave before finishing what seemed to us pertinent but harmless inquiries.

We also called on the United States consul, Mr. Wertheim, who has not received our circular letter. We left with him a copy and discussed the propositions therein laid down. His reply was subsequently sent and will be found among other consular letters. He stated that some of the emigrants took money from there, as he frequently issues drafts on New York for them, he being a banker.

Marcus Feingold, butcher; aged 50; married; eight children, and he lived in Moscow twenty years; doing a fair business, profits averaging 100 rubles per month; attended to his business as usual, until last Friday, August 20, when the police called on him, compelled him to sign

the "voluntary agreement" to leave within six months, the document being dated back so that one month of the time allowed had already passed before notification. This man was present at the "oblava" of last spring, was arrested and put into the dark room already described, men and women together, his own niece among the number. He paid 25 rubles to the police, and with his family was permitted to return home. The first raid was made at midnight, and for some time after people would leave their homes about that hour and walk the streets for the rest of the night, returning in the morning. Raids were made afterward, but usually about 5 in the morning, in order to secure those who were absent during the night. On the night in question men, women, and children fled from their homes and wandered about the streets scantily clad, shivering in the cold April weather, not knowing where to go. "My wife is a farmer's daughter and understands that business, and if we could get land somewhere we would farm it and earn our bread, anywhere where we can live unmolested." He closed by saying: "I am not afraid of work, but here it is no use; I do not know where to go—I am a wanderer."

Mr. Goldberg, a leather merchant for twenty years; married, and lived in Moscow twenty-three years; has nine children, the eldest a son 19 years old; has eighty Russian employes in his factory; yearly business amounts to 150,000 rubles. His leather is much sought after in Hamburg and other parts of Germany, having a large trade there. He was going on with his business as usual when, on August 20, he was ordered to sign the "voluntary agreement" and leave the city within one year. Is a merchant of the second guild; pays a tax of 300 rubles, which he paid the first of the year. His factory cost him 15,000 rubles, and as it can not be readily transferred it will be practically a total sacrifice, besides the loss of business and annual income. The banks refuse credit, and former associates will no longer have business relations with him, "because I am an outcast." "My credit has been excellent until now, but it is gone, as no one knows what orders from the police may come. My record and character are good, as my testimonials from business associates show, but these are of no use as against an order from the police."

A firm named * * *, three brothers, manufacturers of buttons, thimbles, and steel implements, came here with parents twenty-two years ago. The manufactory which they now run has been doing business regularly for fifty-four years, they following their father, who purchased it from a predecessor. They employ about one hundred workmen, all Russians; annual business amounts to 80,000 rubles. Their business relations have always been of the best, and their patrons have been chiefly Russians, who now give them letters of recommendation and expressions of regret that they must leave the business. Cost of the manufactory was 25,000 rubles, and as yet they have found no one who will take the establishment off their hands, as they are the inventors of some of the specialties they manufacture, and can not so readily transfer the business to others. They are merchants of the second guild, and besides the regular tax, as such, they pay an "irregular tax" of 250 rubles more. They are ordered to leave in July, 1892. They intend to petition the Government for permission to remain, as they are the only manufacturers of this kind here, but they have faint hope that the Government will leave them unmolested. Their record is a good one, and some of their friends have advised them to change their religion and remain. The officials told them if they entered the orthodox church they might stay, and they would be pleased to help them in

any way they can. Their credit, which has been unquestioned heretofore, is ruined. Asked whether they had ever spoken against the orthodox church or conversed with the Russian workmen upon religious matters, they answered, on the contrary they are quite indifferent about such things. They have always observed the numerous holidays of the orthodox church, permitting their employes to go to their churches and perform their religious duties. They frequently contributed money when asked, for the orthodox church. They do not know where to go if they are forced to leave. They were born in Libau and have a practical education, are fine-looking, intelligent gentlemen, and appeared to us as if they would be desirable additions to any country.

Myer Abrahamson, watchmaker; aged 40; wife and two daughters; has resided in Moscow twelve years; has been expelled, to leave within six months; lived in Moscow under the right of an artisan up to the time of the July edict, where he maintained himself comfortably; desired to go to America, where "I can earn a living in peace." He has closed his shop and is without means to purchase tickets for himself and family. He said it was impossible for him to maintain his family within the Pale, as there are already too many of his trade there. He has served his time in the army and his passport entitled him to remain here. His children are now learning English, in order that they may be able to understand and speak the language of their new home. His wife was pregnant and very near her confinement, and because of that he made an application for delay, which he secured until the birth of his child but the next day after the child was born he was ordered away, to go at once. He expects to go to the Argentine.

Berke Kurtshik, baker; aged 27; married; three children; served five years in the army, from which he was discharged three years ago. He was at work in a bakery for Schuerkegrad, who has also been ordered to leave before November. He has lived in Moscow eighteen years, says he is not afraid of work, and does not care what he does so long as it enables him honestly to earn his bread. He owes his landlord with whom he had lived as tenant for twelve years, two months' rent. Being unable to pay it, his landlord obtained a writ and ejected him from the house, putting his furniture into the street last Friday. Since then he has had no home. His wife is far advanced in pregnancy. The committee gave him two tickets to Orcha, the first railroad station within the Pale.

Simon Ellenson, hatmaker; aged 45; wife and two children; twenty five years in Moscow; is going to the Argentine Republic with his family to cultivate the soil. His passport expired September 19, 1891, and he has made an application to have it renewed, but knows that it will not be, and therefore is trying to make arrangements to get away.

Chain Kinderman, tailor, has been ordered away, and his business is utterly destroyed; he is destitute, and has not been able to earn a penny for months. He has seven members in the family, and applied for tickets for the Argentine Republic. The committee informed him he must wait a few days until they can ascertain what their finances will permit them to do.

Jankel Kleinerman, tailor; married; one daughter; thirteen years in Moscow; always earned a comfortable living until his business was destroyed. Applied to committee for assistance, and they gave him two tickets for Orcha.

Nochin Haiser, 50 years of age, has had a factory for making cigarette holders, which business has been ruined. Has six months to stay, he does not want money, simply advice, as he does not know what to

do, but desires to go to the Argentine Republic. He has a daughter in America, and has two other children, boys, one 18 the other 12, with whom he wants to go to same place where they can earn an honest living.

Dara Jonathanson, midwife; three children; husband in New York City, on Fifty-eighth street. She has a legal right to live here because of her profession, but her practice has been destroyed by the driving out of her clients.

Dr. B., 31 years old, lived in Moscow twelve years; employed to visit sick Jews confined at home. His statistics show a decrease of the number of sick Jews, which he explained by saying that it is owing to the fact that so many have been expelled. He has frequently been applied to to furnish certificates that persons were too ill to be safely removed, but his certificate carries with it little weight at headquarters, because he is a Jew.

The following figures indicate the extent of the exodus and refer to cheap dinners, from 6 to 18 kopecks (3 to 9 cents), furnished by the Jewish Aid Society:

1891.	
January	3, 461
February	3, 203
March	2, 960
April "	8, 400
May	1, 472
June	1, 655

A. B., manufacturer and dealer in gentlemen's and ladies' clothing, born in Courland, 40 years old, twenty-five years in Moscow, employs 60 workmen directly in his establishments and about 250 who take work home. Nearly all of his employes are Russians. He has lived here under the right of an artisan and under the right conferred by circular 30 of 1880. He has been notified to leave and is granted 12 months to close up his affairs. This long time is given because of his large business relations involving extended transactions with Russians. Annual sales about 300,000 rubles; has invested between 60,000 and 70,000 rubles. The building in which he transacts business and manufactures goods belongs to the Russian church, for which he pays 7,000 rubles annual rent. He has 19 agents selling his goods. He has offered his business for sale and received an offer of 30 per cent for his goods and 800 rubles for furniture of office, machinery, etc., which cost 8,000 rubles. He was sent for by chief of police, Gen. Yourkoffsky, to whom he said that he would agree to discontinue his business if permitted to live here simply as a private citizen. This was denied, with the information that if he discontinued business, notice would be sent to the board of artisans to strike his name from the rolls as per the following order:

MINISTRY OF THE INTERIOR,
OFFICE OF THE CHIEF OF POLICE,
Passport Section ———, ———, 1891.

To the Chief Officer of the 3d Police Division of the Tivverskoy Section:

I hereby order your nobility to declare to the Jew, A. B., who lives in your division and is born in the town of * * * (a town in the Volga Province), that his petition to permit him to reside longer in Moscow can not be granted because it lacks a legal foundation according to circular 30 of 1880 of the ministry of the interior. That the petitioner is permitted to reside in Moscow as an artisan until expelled according to the order of the 28th March this year. After A. B. closes his establish-

* Figures for April are swelled by the large number of Jewish soldiers who availed themselves of the society's work during the Passover.

ment, then the board of artisans must advertise the fact and exclude him from the artisan guild. After receiving notice of exclusion this Jew will be expelled from Moscow within the period of one month and his departure shall be reported to me.

YOURKOFFSKY,
Chief Police Officer of Moscow.

After this the circular of July 14 was issued, and this took away from him the last hope of being permitted to stay. He has a wife and four children all born in Moscow, expects to go the United States and engage in business. It has cost him about 500 rubles annually to remain "on good terms with the police." Policemen go into his place, order clothing and promise to pay, which they never do, and he dare not ask payment. We visited his store and found a very large and elegant establishment, well stocked, although many of his goods are now at the Nishni-Novgorod fair, which is annually held for a period of two months.

Many more cases could be cited of people who clamored for help at the hands of the committee. Their appeals and importunities for tickets, advice, anything to aid them in getting away from the dreadful police espionage and the dreaded *étape* which stares them in the face if they can not in some way raise the money to leave when ordered. Nearly all of them are artisans or have been business men of some kind, and in general their appearance indicates industry and character. All told the same story: the tailor, whose customers have left; the butcher, whose business has been ruined because of the exodus; old men, women, and children, importuning the committee to give heed to their cries and help them to get away from their surroundings, any place being better than here, where they are living in constant terror of persecution. Homes are destroyed, business ruined, families separated, all claiming that they are not criminals except that they are charged with being Jews; all expressing a willingness and anxiety to work, begging for the opportunity to begin life somewhere, where they do not know nor do they care. The overpowering desire on the part of all of them is to get away from here, whether it is to America, Brazil, Africa, or the Argentine Republic.

"MARINA ROSCHCHA" (MARY'S WOOD).

Shortly after the raid upon the Jewish quarter, already related, a similar descent was made on the Jews living outside of the city line of Moscow, at a place known as "Marina Roschcha." This place a few years ago was a forest or grove, which was cleared, streets laid out, and houses built by Russians for poor Jews, and for those who felt the pressure of the exactions of the Moscow police as a greater financial burden than they could carry. These houses were all inhabited, but at present the most of them are empty, a few having been occupied since the raid by the poorer classes of Russians and some Jews. We visited this quarter and found a little village which presented evidence of former thrift and neatness, but now was in a sadly dilapidated condition. We called at the house of one Lebidoff, a Russian, who owns a two-story wood building, the upper part consisting of one room divided by thin partitions into four small rooms occupied by Jews. Among them we found one Samuel Grozoffsky, 30 years old, wife and two small children, born in Minsk, has been seventeen years in Moscow, the last four of which he lived at "Marina Roschcha." He is a manufacturer of buttons; employed 20 or 30 hands, all Russians but one. His patrons were Russian shopkeepers; annual sales 10,000 to 12,000 rubles. He was expelled from Moscow four years ago, charged with having secretly harbored a Jew assistant, Samuel Itin. The assistant had a right to

eside in Moscow, but failed to have his certificate from the board of artisans renewed, which had expired three days before. The cost of renewal was 3 rubles, but unless accompanied by bribe money even in those days these certificates were usually refused upon the ground that the applicant was not a competent artisan. The employer was obliged to pay for his own renewal 75 rubles. The assistant was confined in the "Outchastok" three days and ordered to be sent per étape to Mohilev. At the end of three days he was sent to the prison already referred to, where he would have been detained a long time waiting the making up of a convoy. The employer bribed the official with 20 rubles and succeeded in sending him away within the week, for which he was paid 5 rubles for rendering aid to an assistant and expelled from the city. The machinery in his establishment, which cost him 7,000 rubles, he sold for 200 as scrap iron, and then took employment as a clerk with a Jewish merchant named Ginsberg and was permitted to live in "Marina Roschcha" by maintaining "good terms with the police." The Mr. Lebidoff referred to has six houses at this place, containing fourteen separate lodging compartments, which, before March 1891, were all occupied by Jews. Ten of these are now vacant. All the Jews living in these houses must leave before November.

Aaron Gowrowitsch, of Broggin, Minsk Gubernium, 64 years old, lived in Moscow eleven years, wife and five children and four orphan children belonging to his brother; made his living by selling goods on commission, his family remaining in the pale, to whom he sent from 100 to 50 rubles monthly for support. He has lived in this suburb three months (for two months before he came here he was frequently compelled to sleep in the streets, sometimes receiving shelter from friends who would take the risk). He was arrested, fined, and ordered to be sent by étape. He had with him 100 rubles and 40 kopecks; he divided the 100 rubles between the pristav (head official) and his three assistants, for which they sent him under guard to the railroad station, where some friends paid his passage to a town called Viasma, on the Smolensky Railroad, where he borrowed means from friends and returned to Moscow to close up his business affairs. He has succeeded in collecting about 3,000 rubles, and intends to go to the United States with his family in a short time. He is an intelligent, respectable appearing man, well preserved for his age. Two of his boys are students at the gymnasium in the pale. Two of the nights when he was homeless he was permitted to sleep upon some damp clothes in a laundry, for which the kind-hearted Russian proprietor appropriated his shirts, eight in number.

Mrs. Denia Chaskin related to us a story of the case of Mrs. Epstein, who was living at "Mariana Roschcha" at the time of the police raid upon this quarter. In the darkness Mrs. Epstein was separated from her husband and child and fled to a neighboring Christian cemetery, where she was found in the morning by her mother, unconscious, and a child to which she had given birth during the night lying by her side cold in death. The woman is now in Mohilev and the husband in Vilna, arranging to go to the United States. The name of the father of the woman is Solomon Chainwein, now in Warsaw.

Much of the furniture that was tumbled in the streets at the time of the raid was left, because it could not be sold. Chairs costing 3 or 4 rubles were offered at 5 or 10 kopecks (from 3 to 5 cents). Mr. Gowrowitsch is now burning his furniture instead of wood.

Pozia, daughter of Benjamin Farber, born in Mohilev, 53 years of age, eight children, two married. Has lived in Moscow nine years; has

an establishment for manufacturing shirts. Last February two Jews, acquaintances, came to the city and remained at her house over night. One of them came to visit his son, a student of pharmacy, and the other, an old man who was sick, came to consult a physician. About 2 o'clock in the morning two detectives came into the house to search for some person, who was not found; but they arrested the two people mentioned, took them to the police station, where they remained one day and then were ordered to leave town in twenty-four hours, which they did. She was arrested afterwards and imprisoned for seven days, confined with drunkards and vagabonds and not permitted to see her children who came to visit her and had permission to do so from the authorities, which the underlings refused. She has been ordered out and has four months to wind up her business in. She dare not return to her native place, as her relatives write her that there is no work for her and people are starving. She desires to go to America, where she hopes to find employment, her children all being able and willing to work.

E. F., 48 years old, born in Courland, lived twenty-two years in Moscow; is an assistant to a merchant of the first guild and a tradesman dealing in trimmings; annual sales 400,000 rubles; employs four clerks and is doing a good business. He was requested to sign the usual "voluntary agreement," to which he objected, saying he had not requested to be expelled and break up his business and sacrifice his position; that he did not want to sign an agreement purporting to be voluntary when in fact it was a matter of force. To which the officer replied that signing the agreement would secure for him six months grace instead of forty-eight hours. Seeing the force of this argument he signed the "voluntary agreement." His household effects cost him over 7,000 rubles, for which he expects about 700. He hopes to arrange with some Christian friend to assume charge of his business, and intends to move to Dresden, awaiting developments, returning here once a year secretly. He has a son 23 years of age. Two years ago he was requested to report for military service, but was found deficient in chest measurement and was temporarily rejected, to report a year after for measurement and to ascertain whether he had improved sufficiently to come up to the required standard.

The next year he was remeasured and again found to be deficient, and, as he is a Jew, he was sent to the station house in charge of the police to be returned *per étapé* to the Courland Gubernium. Upon receiving information of the son's detention, his father arranged to put himself on good terms with the police and procured the son's release. These "good terms" secured for him at the time of the April raid a previous notice that his son must not be there that night, and he was therefore hidden and not found. He must again report for examination in November. He desires to send the boy to America. Asked whether he intended to send him there before examination, he replied "No, that would be improper; but, if again rejected, I will send him there." The young man is a bookkeeper, and has been also a salesman of iron piping and fittings, speaks French, German, Russian, and is now studying English.

— Cohn, merchant of the first guild, living at Voronegh, in the interior of Russia. He has in his possession a certificate given by the guild, dated 28th day of December, 1890. He was twice at Moscow during 1891, viz, on January 9 and March 16, but, as he came the third time, July 13, 1891, he was ordered to leave within twenty-four hours, which he was compelled to do without finishing the business that

brought him. On his certificate is printed the following extract from the law :

According to article 4 of the regulations of the state council, sanctioned by the Emperor January 1, 1863, the present certificate is completely like a passport, and the person furnished with such certificate is not obliged to have any other document, and has the right to reside in all the Empire.

PER ÉTAPÉ.

C. D., single, aged 26, born in Moscow, formerly lived in Wilna, where he is registered, that being his parents' legal residence. His father lived here as the representative of a merchant of the first guild until his death three years ago. His mother will be sent out in September with four young children, notwithstanding that she has lived in Moscow nearly twenty-seven years and that all of her children were born here. He is a broker; has not yet received a notice to leave, but expects it daily. Last March he went to St. Petersburg to visit a friend on business, and at the hotel he was informed that his passport was not sufficient, but that he could stay two or three days.

The second day after arrival the clerk of the hotel informed him that he could not remain in the hotel that night, as they expected a night police inspection. He, therefore, left the hotel and was immediately accosted by two detectives in citizens' clothes, who said to him, "You are already here a couple of days from Moscow." He said, "I came yesterday and have my passport." They said, "We know you came yesterday, but you did not report yourself yesterday." They then arrested him, took away his passport, marched him to the police station, and from there to the district station, where they took from him his money (about 100 rubles), his watch, and scarf pin. He slept on the floor with drunkards, vagabonds, and criminals, numbering fifteen, all men. His rations were bread and cold cabbage. He was taken to police headquarters next day, a rigorous examination held to see if he was charged with any violation of the law, and nothing being found he was discharged; nevertheless he was conducted to another department, the official in charge greeting him with "Here is another dog-faced Jew." He was taken to a room and locked in, where he stayed half an hour. The policeman then took him to the place where he originally came from, where he was again confined five days, then taken to the prison in Demidoff street, where they took away his clothing, exchanged it for prison garb, and confined him with about forty men in a large room, among them two Jews. Six or seven of them were criminals, convicted of arson, theft, and murder, destined for Siberia. Those destined for Siberia had half the hair shaved off the head. They greeted him with the remark, "Here we have another companion." There he remained two weeks, during which time prisoners were received and removed. They were finally taken by rail (a party of 310) in three coaches to Wilna, where his clothes were restored to him. His money, watch, and pin were received about three months after. They were marched through the streets to the station under strong guard and all handcuffed except himself, as he had promised the guard to pay handsomely for the privilege of going unchained. The two Jews referred to were handcuffed. An allowance of 10 kopecks (5 cents) per day is made to those who are marched by *étapé*, for food, "one-half of which it is wise to give to the guard." From St. Petersburg they were taken to Dunerberg, where they were confined for two days; then from place to place and finally to Dizua, where they found

the river closed with ice, and delayed because the convoy which was expected to meet them there could not reach them. They then took them to Rodozk, in the province of Vitebsk, where he was confined in prison for two weeks. Here he received 3 rubles from a friend, two of which "I found it would be quite proper to give to the guard." From this place he was taken by soldiers, *per étape*, with 50 others, and returned to Dizua, and here was notified that the charge against him was that of not presenting his passport in St. Petersburg at the proper time. He was then discharged and returned to Moscow, where he has been since. He is an intelligent gentleman, well educated, and manly in appearance.

At Minsk we met another case of *étape* by name of Max Levin, whose statement is as follows: Dyer and cleaner of clothing, aged 43; married; no children; born in Courland; lived in Moscow seven and a half years under an artisan's certificate. He is a very pleasant, bright-appearing man, and said he has never performed heavy manual labor. In Moscow he made 200 rubles per month and employed two men as assistants. He was "on good terms with the police;" that is he made their clothes and cleaned them without compensation. They never paid and he dared not ask. He received orders to leave in twenty-four hours. He could not arrange his matters to leave on such short notice, and believing that a few days would make no difference in his case, did not go and was arrested at his house. They took him to the station, where he was kept one day; then to the police station of the district, where he remained three days; then to the prison in Moscow, where he remained one month, and finally to Kovna by *étape*, where he was released. There were about 200 expelled Jews who were sent by *étapé*, all confined in one room in the prison. They were marched to the station under guard, some of them handcuffed to criminals; were put in cars with criminals and sent, first to Bobrusk, where they were confined in prison for about ten days awaiting another convoy. Sixty or seventy were taken to Minsk, all handcuffed. He was handcuffed to some person who was being sent for trial on a criminal charge. From Minsk to Kovno he was permitted to travel without handcuffs, having cultivated "good terms" with the guards by paying them money. Some of these people had families with them, the children and women taken together with their handcuffed fathers in the same party. There were a number in that *étapé* party for various small places in the gubernium of Kovno. When he reached Kovno, 5:30 p. m., he was taken to the station house, kept there until morning, when his wife met him, and after the formalities of release were gone through he was told to get out. After this he returned to Moscow, taking the risk, in order to dispose of his effects. He stayed there two and a half days, eluding the police, sleeping one night with a friend and the next in the park. Such articles as he could handle he brought away with him, the rest he abandoned. He owed nothing when he left Moscow to anybody there, but various persons owed him which he was not able to collect. When arrested he had about 150 rubles, with which he bought provisions on the way, leaving his allowance of 10 kopecks per day when traveling by *étapé* with the guard. He expects to be compelled to do laborer's work in Minsk and thought the opportunities would be better than in Kovno; but his chief reason for coming was, that he is not known here and if compelled to do laborer's work preferred to do it where his changed condition in life was unknown. He has been here six weeks and lives in one room, for which he pays 5 rubles per month. Has had altogether

about one week's work at 50 kopecks (25 cents) per day, laboring with a shovel, repairing and leveling streets. The day's work begins at 5 and ends at 7. His wife expects to be confined in three months. Has pawned several articles and sold his wife's gold watch, bracelets, and rings for board.

Pawn tickets were exhibited corroborating the statement, bearing upon them the interest rate, which is $1\frac{1}{2}$ per cent per month. This pawn shop is a city institution established under governmental rules, the exact title being "Minsk City Lombard (Russian pawn shop)," the profits of which go to the city. The tickets are signed by "Director Krifosheim."

TREATMENT OF OLD SOLDIERS.

Norduch Zaretski, school teacher; aged 53; married; two sons (artisans) and two daughters; has lived here seventeen years. His passport entitles him to reside at Moscow until June, 1892, but last Sunday he was sent for to come to police headquarters to sign the usual "voluntary agreement" to leave the city within two months. This man was among those who were arrested in the "oblava" last April. He was not permitted to fully clothe himself or even get his passport from his coat, but was taken from his home and put into a dark room with ninety-four others. The "room was very small and the air terrible, and in this room we were kept without food or water for thirty-six hours." After the expiration of that time he was permitted to go out, change his clothing and get his passport, when he was released, remaining unmolested until last Sunday. His son is a soldier and finished his five years' service in the army in 1886, but must now serve annually three weeks in camp. This last service he performed not long ago, and after completing it was immediately arrested "because he is a Jew" and "ordered to leave this place forthwith." He asked for a few days respite to sell his household effects, but was refused. His passport was taken away and he is now a wanderer in hiding and in a sense a beggar. He said he had never been arrested for any crime, never received public aid, and had always earned his living. The father is maintaining the family of the soldier, consisting of a wife and three children.

Chazkel Friedman, born in Riazan in the interior (not in the Pale); son of a soldier of Nicholas I; 20 years of age. This man has, or had, a three-fold right of residence outside of the Pale: 1st, he is the son of a Nicholas soldier (these have been excepted); 2d, born of a citizen outside the Pale; 3d, an artisan, excepted by edict. He was brought here when 3 years old and has lived here seventeen years. Is a mechanic, and has a certificate to that effect. On the 2d day of August his passport was indorsed by the police officer of his district that he must leave the city within twenty-four hours. [The passport, also that of his brother, will be found on pp. 167, 168.] The brother of this young man, named Yankel, aged 18, had a passport which reads that he "is allowed to reside in the different gubernia, etc., time expiring September 20, 1891. Then it was afterwards indorsed, "This passport is in force where Jews are permitted to live," and on August 15, 1891, again indorsed, "The Jew Friedman is ordered to leave Moscow within twenty-four hours," the indorsements being within the time originally granted. The father appealed to the police authorities to grant his son a few days to make preparations, which was refused, with the answer that if he was found in his house or in his care, he, the son, would be sent by *étapé*. He has hidden in various places since and is hiding until he can be sent away by means collected from the committee or other benevolent peo-

ple. A respectable gentleman who has known this young man six years vouched for his character to us and further says he is an excellent mechanic and draftsman and has a good common-school education.

A gentleman of the highest respectability and a man of wealth assured us that he has a personal knowledge of a great many such cases, but notwithstanding they are born out of the Pale and therefore have the right to live anywhere, and that they are sons of Nicholas soldiers who also have such legal rights of residence, are summarily expelled.

A Mr. R., of Wilna, told us of the case of a soldier whom he knew, wounded at Plevna in 1887, his arm having been badly shattered and who was also severely wounded in the head. From these wounds he was in the hospital nine months and then discharged. He was a blacksmith before entering the army and upon discharge returned to Mitau, where for a long time he had been garrisoned. He was unable by reason of his wounds to pursue his former occupation, so he managed to gain a precarious living by picking up rags. He was ordered away by the police as he was registered in Kovno gubernium. A collection was taken up by the rabbi to send the old soldier by railroad in order to avoid the dreaded *étape* in the company of criminals.

Another was the case of a soldier, Rosenfeld, who lost his leg in the battle of Achal-Teke, in Skobelev's army, who, after treatment in the hospital, was discharged and ordered away by the police to his place of registration. He was obliged to beg money from house to house in order to go by rail and avoid the *étapé*.

Rifka Schumacher, 23 years old, presented herself before the committee, bearing in her arms an infant 2 months of age. Her husband was in the military service, his time expiring in four days. He has been ordered into the pale upon expiration of his term. She is the daughter of a Nicholas soldier, but her right of residence in the interior follows the husband, and therefore must go from Moscow when he leaves. The husband will be furnished with transportation to his home by the Government, but she must provide her own or go by *étapé*. Her husband is a shoemaker and has earned a little money at that trade when off duty, with which he assisted in supporting his wife, his pay as a Russian soldier being practically nothing over and above his rations and clothing—about 35 kopecks (17 cents) per month. The wife's father, as a Nicholas soldier, was registered at St. Petersburg, but being in Moscow at work he was ordered to his place of registration, to leave within three days. The committee gave her a railroad ticket so that she can go with her husband to Brest. This poor woman in her appearance presented a most touching and pitiable spectacle.

Abus Gentler, 68 years of age, entered the military service November 14, 1846, and was discharged November 20, 1864; is a Nicholas soldier, and has a bronze medal for services in the Crimean war and a chevron for fifteen years' faithful service. After his discharge he went to Odessa, where he lived until last year, then to Astrakhan. He is a barber by trade and about six weeks ago went to Nishni-Novgorod, where the annual fair is in progress, for the purpose of obtaining work at his trade, but finding none he came to Moscow yesterday. He stopped at a lodging house, surrendered his discharge from the army (which is his passport) to the police, who indorsed it as follows:

Stamp. 442-91. 1891, August 14-26. City Police House No. 7-9 ———. [Name of house owner] ———. [Name of street] ———. Received and entered. Signed by ——— Pristav, police officer.

Alongside the above indorsement, which is equivalent to a permit to

stay here indefinitely, there appears under the date of the day following:

The Jew Gentler is obliged to leave Moscow within twenty-four hours, for the reason that he has no document giving him the right to live in Moscow.

AUGUST 15-27, 1891.

(Signed:)

PRISTAV.*

Notwithstanding this man had the right to live as a Nicholas soldier, which was properly and promptly recognized when his documents were first sent in, the permit was annulled and, instead, he received peremptory orders to leave within twenty-four hours. A certificate of discharge as a Nicholas soldier constitutes a passport for that class, and the document bears the proper certificate of the chief of police of Odessa.

David Samsonoff, a Nicholas soldier, served twenty years in the army, 70 years of age, claims that he was baptized into the Greek church against his will, and afterwards marrying a Jewish woman, was arrested, but acquitted on account of his statement that he was so baptized. Notwithstanding his right of residence as a Nicholas soldier he has been ordered out. He desires to go to the Argentine Republic.

One old man wrinkled and bent with age came forward with the documents to prove that he was a Nicholas soldier and had served his country twenty-five years, has lived in Moscow with his children in comfort for a long time, but has been ordered out to leave within twenty-four hours. Where to go, how to get away, what to do when he gets away are questions he said "I can not answer." The tears streamed down the old man's cheeks as he begged for some means to get away and advice where to go. He repeatedly expressed the wish that he might die now and be relieved from the misery that confronted him. The old veteran said that he was turned away from his home, his country, and his children at the very end of life; that he had never committed a crime, never been a pauper, and has done nothing to be expatriated for, to be a wanderer on the face of the earth, except that he is a Jew, and notwithstanding that he had defended his country, and the powers that now cast him out as a vagabond and tramp. He presented a picture not readily forgotten as it showed a startling contrast in the treatment of this old soldier and that accorded to the soldiers of our country.

The foregoing are by no means all the cases of which we took notes; they could be multiplied by the score, if time permitted or necessity suggested. They are not selected because they are extreme—but are related here in nearly the same order as we obtained them, and follow closely the notes taken at the time, the only variation being in their arrangement. We present these cases in detail to illustrate the fact that the pressure is general and forces out the rich as well as the poor—those who have or had the right of residence legally and by invitation, as well as those who presumed upon the toleration of former years, those who because they are Jews are first deprived of their passports, arrested for not having them, confined in prison to be sent in chains *per étape*—as well as soldiers who have been decorated for faithful service to their country, and who in their old age, instead of receiving pensions are separated from their children, and ordered into the Pale, where only the strongest and most vigorous can hope for existence. In their general characteristics the cases cited are similar, reveal-

* Name not decipherable.

ing a state of terror and uncertainty, paralyzing business and furnishing abundant cause for inciting emigration which, as has already been stated, could be largely stopped by relieving the pressure.

MINSK, WITHIN THE PALE OF THE JEWISH SETTLEMENT.

On the 29th day of August we left Moscow reaching Minsk on Sunday morning, August 30. Minsk is a city of 68,000 inhabitants in the Gubernium of Minsk, and is within the pale where Jews are permitted to live under certain restrictions, which will be referred to later on. We followed the same general plan of interviewing individuals and obtaining statements, notes of which taken at the time, and in as condensed form as possible are herewith presented.

F. G., merchant of the second guild, contractor for building and repairing Government buildings. The terms of his contracts forbid him to employ any but Russian workmen. As a merchant of the second guild he has a right to visit the interior and stay there not longer than two months each year. Notwithstanding this, and the fact that he was employed by the Government, to do its work, some time ago he went to St. Petersburg on business and was ordered to leave within three days. Also, while in Kiev he was notified to leave a certain street from which the Jews are expelled. About a year ago he entered into a contract with the Government to repair and rebuild a prison within the pale, the contract amounting to the sum of 80,000 rubles, and which was approved by the ministry of the interior. This contract also required him to employ only workmen from the interior (outside of the Pale). The same conditions were required in a smaller contract involving 3,000 rubles for repairing a gymnasium and academy. The terms excluding local workmen are however, because of necessity, permitted to be avoided by and through the personal instructions from the local commissioners in charge, because Russian workmen are not qualified to do the work in some of the branches, and in others are so inferior that it is unwise to make use of them. The gymnasium referred to was built by this gentleman about eleven years ago for 60,000 rubles. There were then no such conditions attached to his contract. Although it was Sunday, the Jewish artisans who observe Saturday as their day of rest were at work on the gymnasium referred to. We saw a sample of Russian bricklayers work in the wall of an English basement; the courses were irregular and the wall was about two inches out of line. The workmanship was extremely crude and would not be tolerated by the workmen of any other country visited. [We were satisfied that this was the work of Russian bricklayers as they were not at work on Sunday.]

We then visited a quarter of the city where the Jews congregate for the purpose of obtaining employment, a sort of market square. There were hundreds of men, women, and children of all ages and in every condition of poverty and wretchedness; young, stalwart fellows, and people bent with age, all anxious and many grouped and in earnest and anxious conversation. Some were in rooms with doors open, and as the houses are built close to the very narrow walks, the whole interior could be plainly seen. It was toward the close of the day, and we could see the evening meal spread upon the tables, consisting generally of black rye bread and water. Most of these were people who had formerly lived in the interior and had been driven into the Pale. The important question with them is how to obtain even this bitter, black bread, which constitutes their main sustenance. Many of them

were brought here by *étapé*, and therefore had no clothing except that which they carried on their backs, and most of them without money to buy clothing. Most of the children had but a single garment, and all of them were in a condition of depression and apparent hopelessness. There was an entire absence of intoxication, and we may say here that the Jew is singularly free from this vice; not a single case of intoxication among Jews was noticed anywhere in Russia. Conversation with some of them disclosed the fact that the principal questions discussed are, "What shall we do, and where shall we go to get bread?" for anticipation of the terrors of approaching winter and the certainty of starvation, which they see no means of averting, aggravate the present misery. Willing and able to work, they are unable to obtain it; forbidden to work outside the city, forbidden to trade in the country, unable to leave the precincts where they now are, excluded from governmental work, it is no wonder they wish to fly somewhere where they can breathe and have an equal chance in the struggle for existence. The only thing which prevents them from going *en masse* to other countries is their poverty.

August 31.—Gabrielowich Farmacent, an apothecary, has been here twenty-two years. He said:

Many of those who have been expelled from the interior come here and overcrowd the labor market, compelling numbers already here to leave for Africa, Australia, Palestine, Argentine, and America—most of them to America.

Many of the latter receive money from their friends who have preceded them to our country. He said that it was simply a question of emigration or starvation. The Jews have no right to garden outside the city; they may walk or ride outside the limits, but can not trade nor transact business there. Distress has grown beyond description since last March, and the committees organized to relieve it can only aid the extreme cases, such aid consisting, when in money, of from 15 kopecks ($7\frac{1}{2}$ cents) to $2\frac{1}{2}$ rubles (about \$1.25) per week, and embracing those who are temporarily in distress to the extreme cases, and those who are helpless from blindness or other serious physical defects. Some are furnished from 5 to 10 pounds of bread per week.

Carpenters receive according to the season from 4 to 8 rubles (\$2 to \$4) per week when employed, which in the long winter, ranging from six to eight months, is rare. Stonemasons receive from 6 to 9 rubles per week in summer, no work in winter. Brickmasons receive 5 to 7 rubles per week for about four months in the year, no work in winter. Printers receive 5 to 8 rubles per week. Laborers, 50 to 60 kopecks (25 to 30 cents) per day, no work in winter. At a building visited where wood carvers were at work we found one receiving 5 and one 7 rubles per week. Their workmanship was first-class. Each one had a brother in America, one a carpenter in New York earning \$15 per week and the other in San Francisco earning \$12 per week.

At a farm or large garden plat adjacent to the gymnasium we saw a Jew and his family who were living in a sort of kennel crudely built of boards leaning against a fence. Part of the interior was floored with boards and used for sleeping purposes. A person could not stand upright in it and there seemed to be room only for three persons to lie down, although they lived there with five children, the youngest a babe in arms which was scantily clad with a single garment, a rough chemise made of coarse material. At another garden two Jewish women lived, selling fruit for a living, and except that the quarters were a little larger the conditions were the same.

We next visited the Elementary People's School and Handworker

Classes for Jewish children. The attendance at this school numbered 120 boys, mostly orphans, who at present are supported by friends at their homes. It was expected that arrangements would be made to feed and house them on the premises. They are instructed in blacksmithing, machinist and carpenter work, and specimens exhibited were most creditable. The curriculum of the school proper is prescribed by the Russian authorities. After finishing their schooling, most of the graduates have heretofore gone into the interior to work as artisans, but this they can no longer do. Nearly all are learning the English language privately, that language not being among those prescribed. Some of them have gone to America, and all of them look upon our country as the haven of rest and refuge from persecution; hence their desire to learn our language. Russian school teachers are exempt from military duty, but not Jewish instructors. This school received honorable mention at the exposition in St. Petersburg in 1890 for the excellence of its work. It is supported entirely by the Jewish community at a cost of between 7,000 and 8,000 rubles per year. The scholars are small, and as we found them at work at the shops when we visited appeared to be fond of their tasks, industrious, and anxious to improve. The pressure upon the committee for admission from people who have been expelled from the interior has largely increased since the expulsion edicts.

Schmerks, son of Itzko Lessnik, 33 years of age, watchmaker, born in Minsk, lived in Moscow nine years. Went there in accordance with the invitation of the Government circular inviting artisans to the interior. He had a proper certificate from the board of artisans here, and after examination in Moscow received the certificate of the Moscow board to the effect that he was a competent artisan. This certificate entitled him to live in Moscow one year and required annual renewal. His trade was ruined because his friends and patrons were being expelled, and he returned to his birthplace, Minsk, where, owing to the severe competition, he found it impossible to make a living. Work that is worth a ruble he is glad to get 30 kopecks for. Has wife and four children, and would be glad to till the soil if he had the opportunity. He claims to be a competent jeweler, having learned the trade from his father. During his three months' residence in Minsk he has not been able to pay his rent, which for his store and dwelling amounts to 300 rubles per annum. Watchmakers' wages are about 10 rubles per month. The man was well dressed, cleanly, and had every appearance of being sober and industrious, and is intelligent.

Gertz Bruk, 47 years of age, married, eleven children, born in a little town in the gubernium of Minsk, is a picture-frame maker and gilder. In 1866 he went to Moscow in accordance with the invitation of 1865 and enrolled there as an artisan under the law. He was married there and all of his children were born in Moscow, where he made a comfortable living, having ten to twelve workmen in his employ, his income ranging from 4,000 to 5,000 rubles per year. All of his children received a "peoples' school" education except one daughter who is a graduate of the gymnasium, from which institution she received a diploma entitling her to remain in Moscow as a teacher. His rent for store at Moscow was 2,500 rubles per annum. He left Moscow May 15, 1891. He was given till the 4th of October to close up his business and leave. He contracted his business, put his wife in charge, and came to Minsk to seek work. His furniture, machinery, etc., cost 9,000 rubles, for which he was offered before leaving 2,000 rubles. He can not now get this price and has written his wife to sell for what she can get. He brought

some of his pictures and opened a store, paying 100 rubles for three months' rent, and put up the sign "Brought from Moscow." He then made application to the governor of the province for permission to sell pictures, which business requires the approval of the censor, and as the board of censors are at Moscow it would take nearly a year to comply with the formalities and obtain the necessary certificate and permission. He therefore made application and opened his business, but after running one week was stopped by the police and closed up because he had not yet received permission to go on. His daughter, who sold stationery in connection with the business, is permitted to continue this work at present, but this is of little value. He was thirteen years in one place in Moscow, doing well, but here he can not make a living, and his intention is to save what he can from the wreck and go to America. If he can sell before October 4 he will take his family with him; if not, he and his eldest son will go alone and send for the family later.

Wolf Paleisch, 55 years of age, teacher, lived in Moscow thirteen years; born in Minsk. Taught Jewish children in artisan school at Moscow. Before this he was employed at Minsk as teacher in the high school. Was ordered out on two weeks' notice. Has been unable to find anything to do, and has been living upon his savings.

Sarah Debora Fodiman, 38 years of age, married; nine children. Husband has been in America one year; has sent her 30 rubles and two tickets for his 16 and 18 year old daughters to come to him. They sailed about two weeks ago. Husband is a baker, and had his own bakery here, but found it impossible to get a living. After the Jews were driven into the Pale he could not earn more than 8 rubles per week, competition being so great, and this compelled him to leave. Before her marriage she made artificial flowers for bonnets, at which she earned $1\frac{1}{2}$ rubles per week, but now she can not get any work at that. A friend in America who is engaged in that business wrote her that she was earning \$10 per week, and asked her to come, which she would do if she had the money. She has received some assistance from charitable people, and has been able to barely support herself and family. She has the appearance of being truthful, but her condition showed poverty.

In the afternoon we left Minsk and drove to Samokvalovich, a small townlet 18 versts (12 miles) distant. This place contains from 50 to 60 Jew families and 10 Christian families, and is a place where Jews may yet live. They are still permitted to live in towns and townlets within the Pale, but not in villages. The term "village" does not necessarily have reference to the number of population, the designation being arbitrarily made by the authorities; hence villages from which the Jews are excluded may be larger in population than towns or townlets. We drove to this place by post carriage to which was hitched four horses abreast. At first this extra locomotive power seemed to us to be a useless extravagance, but shortly after crossing the city line we appreciated the wisdom which suggested four horses to carry our party of four. Although it was in the month of August, and the roads perfectly dry, they were so rutted and in such terrible condition that the necessity for this additional force became plainly apparent, and our chances of reaching destination and a reasonably prompt return seemed to depend upon the durability of the harness and endurance of the driver in plying his whip.

About 8 versts from Minsk we reached a village from which Jews are excluded under the May laws, but which permits those to remain who had settled there prior to 1882. We found two Jewish families of

this class who had not yet been ordered out by the authorities, with whom they were "on good terms." One of them has kept since June an apology for an inn, consisting of a low one-story building, with barn and sheds attached, the only separation being a door. A brick flue about six feet wide, built halfway around the main room, on top of which beds are made for sleeping purposes, was the principal feature of the institution. As we entered the place the crowing of cocks under one table and loud conversation on the part of four Russians who were seated at another playing cards and drinking, and who showed the effects of the fluid, greeted us. For the building in question and 10 *dissiatinas* of land (about 20 acres) the proprietor is obliged to pay an annual rental of 1,000 rubles. For license to sell spirits and small drinks he pays 150 rubles annually. The license is in the name of a neighboring nobleman, who figures as the nominal landlord, Jews not being permitted to sell liquor. As the nobleman can not be expected to take charge of the establishment in person, a "Christian assistant" supplies the defect. This functionary is the autocrat of the establishment, who does nothing, but is necessarily supported by the actual proprietor. He can not be trusted to go to the cellar for liquor, even should he be so disposed, because of his propensity to drink it. Clad in his red shirt, which is worn as an outer garment, extending to the tops of long Russian boots, he stands about from morning till night, and is the real beneficiary of the institution, the proprietor being in constant dread of him. For his services he receives 100 rubles per annum and board. The amount paid as annual rent for the property is about equal to the total value of the land and buildings.

We walked down into a field a little distance, where we found 15 Russian women and girls cutting oats with small sickles after the manner of a thousand years ago. For this work they receive 50 kopecks (25 cents) per day, boarding themselves. They were masculine in appearance, scantily dressed, nearly all barefooted, and not very prepossessing in appearance. They work from 6 a. m. to 6 p. m., with a short interval for dinner, which usually consists of a piece of black bread. The Jewish proprietor was in the field watching operations and keeping the women steadily at work. Armed with an old umbrella, he seemed to be fairly comfortable, and evidently had no reason for emigrating.

We next visited a Russian peasant's house, which was pointed out as one of the best in the village. A little cot bed stood in the corner and on a table stood the samovar for making tea. The universal shrine was not lacking; it faced us on entering the room and indicated membership in the Greek orthodox church. A few flowers in the windows completed the evidence of prosperity and somewhat surprised us, being in marked contrast to the summer bedroom adjoining, which furnished comfortable quarters for the poultry, and the drove of hogs that were hungrily eating swill from pails standing at the foot of the little stoop.

We next visited a Russian priest living in a house near by, whose hand, upon meeting, our Jewish guide kissed, receiving a return greeting in the shape of a kiss upon the forehead. As he could not speak English or German, we carried on our conversation through the guide and by pantomime. He seemed very pleased to meet Americans and astonished that we should be sufficiently interested to visit that out-of-the-way place. He was a tall man with long, flowing hair and beard, bareheaded, and clad in a long white robe girdled at the waist. The customary proffer of tea was made, but our limited time did not permit us to accept his hospitality. The cigarettes which were insisted on were not evaded.

We then continued our journey to a townlet about 10 versts distant, where Jews were permitted to live. On the road we met a stout, well-reserved, pleasant-looking Jew leading his little daughter by the hand, and, stopping our carriage, we engaged him in conversation. From him we learned that he was born there forty years ago; that he owned 40 *dissiatinas* (80 acres) of land, which lay about us, and for which he paid a yearly rental of 150 rubles. This farm was by all odds the best cultivated we had seen within the pale, and the appearance of his crops was in marked contrast to others which had come under our observation. As there were no schools in the vicinity we inquired how his children were educated. He replied, "I keep a private teacher in the house to whom I pay 90 rubles per year and board." Asked how it was that he was permitted to remain outside the townlet, he replied, "My landlord is a good man, and thus far I have been permitted to remain; and as the present regulations forbid renewals I have no contract or lease. I realize that I am liable to be driven out at any time."

We reached the townlet of Samokvalovich about 8 p. m. The condition of affairs as related to us were serious to these people and would have been much more so had there not been an emigration to America. During the last seven years thirty families have gone out from this townlet to America, two families leaving for our country a month ago. It was difficult to see how these people live, as they are not permitted to till the soil outside the limits of the little town, there being only a small patch of ground connected with each dwelling. The houses are low, one-story buildings, but much more neat in appearance than those occupied by the Russian families passed by us in our journey out. We visited one house, which was considered the best in the town, consisting of three rooms, small but clean, the family and some friends who called during our visit, poorly but neatly dressed, the children bright and intelligent in appearance. They looked upon us with undisguised wonder, and it was stated that we were the first foreigners who had ever visited the place. We examined some of the books on the shelves, and found a copy of the Bible, an atlas, with maps of the globe, a French reader, and others printed in the Russian and Hebrew languages. There were some colored photographs upon the walls, curtains at the windows, and on the table a neat handmade openwork spread upon which we were served with excellent garden fruit and the customary glass of hot tea. Although everything indicated extremely limited means, yet the best use was made of the humble furniture, and the interior of the dwelling was quite homelike in appearance. Here, as everywhere else in the Pale visited by us, the superior intelligence and cultivation of the Jew over the Russian was plain and unmistakable.

We also found that America was by no means an unknown country to them, and that many of the families have relatives and friends in the United States. Aside from a small proportion of Jews who look longingly and hopefully toward Palestine next to their religion and their persistent eagerness for education, America is the present hope and goal of their ambition, toward which their gaze is directed as earnestly as that of their ancestors toward the promised land.

One old man who had lived in a village 5 miles distant, before the May laws of 1882 and for years before, and, therefore had the right to remain until he "changed his residence," vacated his house temporarily and moved across the street at the request of his landlord who desired to repair and rebuild a portion of it. Upon the completion of the repairs he attempted to reoccupy his home, but was refused and expelled from

the village, it being adjudged that he had forfeited his right to return having "changed his residence," and was therefore without home or sleeping place, and in his old age was temporarily sheltered in the house where we called, as a charity guest.

How all these poor people exist here was not made clear, and seemed to be as much of a puzzle to the inhabitants as to us. This townlet, without manufacturing or other labor-employing industries, presents itself no adequate means of support for one-half of the permanent population, to say nothing of the increase that has already come, and is yet to come, in consequence of the expulsion decrees. The inhabitants are not permitted to do any business outside of the circumscribed limits of the townlet, and if found selling simply fruit or milk on the roads outside, their stock is seized and confiscated, and yet in this townlet, 18 versts from Minsk, are tailors, stonemasons, bricklayers, and other artisans driven from their former homes under the decrees. The proprietor of the house, whom we have already cited as one of the most prosperous of the residents, stated that he had agreed upon a lease for some land adjacent and outside of the town, and had paid on year's rent in advance, but under the new regulations the lease was not consummated, and although he hoped to receive his money back it had not yet been returned.

We started on our return to Minsk about 10:30 p. m., and as the night air was chilly our kind-hearted hostess provided bedquilts and other coverings to protect us. Tallow dips were brought out to see that we were properly started, and with many prayers for God's blessing on our work, by the family and assembled friends, our crazy vehicle was finally put in motion for the return trip, reaching our hotel long after midnight.

September 1, 1891.—It having been frequently charged that Jews did not take kindly to agriculture we drove to the suburbs of Minsk, but within the city limits, to see the garden and farm of a Jew named Rein, who leases 55 *dissiatinas* (110 acres) paying an annual rent of 70 rubles. They were engaged in digging potatoes, the soil being so mellow that potato forks or hoes were dispensed with, and the tubers grubbed out with the hands of the women and girls so employed, for which they received 30 kopecks per day. A little 13-year old girl was called up, and after a few questions she was asked to write her name in a memorandum book, which she promptly did in Hebrew, and upon further request wrote it very nicely in Russian. One of the workmen who received 3 rubles per month and board, said he had two daughters in America, one having gone first, then the other; the two are now sending money to carry over the third and the father. Upon turning to go we gave the father of the little girl a silver coin which he declined, saying "No, she does not need it; give it to the poor."

On our way back we stopped at a manufactory of tin and Japanese ware, which our guide was very anxious to have us inspect because of the excellence of the work turned out. Although he was well known to the person in charge, we were denied admittance, the door closed locked, and bolted against us, and informed that we could not enter except by force. The explanation of this conduct was that we were suspected of being spies or members of the secret police. This feeling of fear was frequently met with while in Russia, and only when explanations of our mission was furnished and credited did we receive frank and full statements. We next visited a brewery, where we found 30 Jews and 6 Christians at work, at wages ranging from 7 to 10 rubles per month with lodging but without board.

We also called at a sewing school for teaching Hebrew girls of the poorer class the art of dressmaking and ladies' sewing generally. We found seventy-five young girls in attendance, and two Singer sewing machines in operation, all in charge of a competent lady superintendent. They receive 4 rubles for making a "street gown," and about 8 rubles for an evening dress. The cost of running the institution over and above receipts averages about 2,400 rubles per annum. The contributions received last year from the resident Jewish people amounted to 1,050 rubles, the deficiency being made up by public entertainments. At present only seven children were boarding there, the others being supported elsewhere by relatives and friends.

Until recently there were forty boarders, and in answer to our query why the number had fallen off, we received the usual stereotyped reply that the times are so much worse than formerly that there was less work, while sharp competition had lowered prices and contributions had fallen off. The institution has been established three years. The children stay here two and one-half years. Several of the girls have gone to America, from whom they frequently hear, and all express themselves as happy and contented, receiving from \$3 to \$4 per week on arrival in New York, instead of 5 or 6 rubles per month as here.

We visited a tobacco factory employing 100 operatives, all Jews, who work by the piece, day, or week; all were active and industrious; among them were 25 girls, who work from 8 a. m. to 8 p. m., earning 30 kopecks per day. Cigar-makers [men] earn from 18 to 25 kopecks per hundred, averaging 300 cigars per day. They complain that work is scarce and regular; that competition is much greater than formerly, owing to the Jews coming from the interior; that sales are less, and profits smaller.

Later on we saw a contract between the Moscow and Brest Railroad Company and a certain restaurant keeper (name omitted for reasons already stated), dated within the last year. This gives the right to establish buffets at railroad stations. Condition No. 23 reads: "I, ———, obligate myself that under no circumstances in the management of buffets will I employ Jews or Jewesses as assistants or servants." The contract is an authoritative governmental document, printed, duly signed, stamped, and sealed. The gentleman who showed it to us speaks a little English, beginning the study of our language after Minister Ignatieff promulgated the May laws, his object being, he said, "to learn the language of a nation where men are regarded as human beings."

When we told him that we were obliged for his information, he replied: "Why, it is for us, the Jews, to thank the millions of American people and acknowledge their humanity for interesting themselves sufficiently to inquire into the condition of our unfortunate and downtrodden people."

Among a number of those whom we saw and talked with, and whose statements were all of the same general character, the case of one which differs from the ordinary is cited; it speaks for itself and needs no comment:

Miss Berlin, a graduate of the gymnasium here, received a medal for proficiency in 1888. Her mother is a midwife, and as such was entitled to live outside the Pale, and has resided in Moscow for the last two or three years. She was divorced from her husband and has resumed her maiden name. The daughter was not permitted to be inscribed on the mother's passport because she retained her father's name, having no right to assume her mother's maiden name, and therefore had not the right to live at Moscow with her mother; but she earnestly desired to

complete her education at the pedagogical institute at Moscow, where she had been for some time, and fit herself for teaching. She was therefore compelled to live at the houses of friends and relatives, occasionally in such manner with her mother, but not longer than two days at a time in any one place; often she had no place to go to, and wandered about the streets all night, on one occasion stopping at the Marina Rosch (Mary's Wood already described.) One of the nights when she was on the streets was in midwinter and another in the spring while the weather was still cold. The director of the institute endeavored to obtain for her a permit to stay legally, but without avail, and the bribe money paid by the mother to the police was insufficient to secure the child's longer stay and she was expelled. Miss Berlin stated that there were several such cases in the school which she knew of, but the girls were reticent, fearing espionage and expulsion. She said that she wanted to go to America, but has not the money to take her there. She is particularly bright, cultivated young lady, and her case sharply illustrates the merciless administration of the regulations.

WILNA.

We left Minsk on the afternoon of September 1, reaching Wilna that night. This city is situated in the gubernium of Wilna and number about 115,000 inhabitants, of whom 50,000 to 55,000 are Jews. The same conditions noticed elsewhere were visible here, all avocations being overcrowded. The best carpenters receive at most 1 ruble per day in summer and are without work in the winter. Girls from 17 to 20 years of age employed in factories receive from 80 kopecks to 1 ruble per week, the days ranging from 6 a. m. to 6 p. m. Street paving is done by gangs, mostly Russians and Poles, with some Jews. The money earned is divided, so that occasionally they make from 1 to 2 rubles per day. Their work, however, is irregular, and sometimes they are employed but two days in a week, even in the summer; in the winter they can not work. Bricklayers receive from 90 kopecks to 1 ruble per day of thirteen hours, two of which are devoted to rest. Very few Jews are employed at this trade, because they are excluded from governmental work. Some of the more dangerous work, however, as on high buildings, church spires, etc., they permit the Jews to do "because they are more competent to do the work." Laborers receive from 40 to 50 kopecks per day.

Among others we met was Mr. ———, an extensive merchant of this place. He stated to us that two or three years ago his nephew was drawn for military service and duly reported for examination as directed. As there was little probability of his being reached that day (his number was far down on the list) he asked the sentry if he might absent himself to get something to eat, obtained permission and left for an adjoining restaurant. During his absence his number was reached, and failing to respond, a constable went after him, with whom he returned and explained his absence. He was accepted and served his time but was nevertheless punished and fined for failing to report, the fine and publication costing 360 rubles. His friends raised and paid the money as they are liable for such payment. Every article of furniture or property belonging to the relatives of a defaulting conscript, with the exception of the clothes on their backs, is liable to seizure and sale and this operation is repeated from time to time until the whole amount is collected. Formerly penalties were exacted from remote relatives: nephews, cousins, etc.; now only parents and brothers are held respon-

ible, although in the case of a deserter the entire Jewish community where he is found is liable for the penalty. During one year in the several provinces these fines amounted to nearly 2,000,000 rubles of which there was collected from Jews about 200,000, and of this latter sum 14,000 rubles were reported by the police, the rest of it failing to reach the treasury. This system of levying fines is a source of considerable revenue to the police officials, as they collect it in 5 or 10 small installments as fast as a Jew can earn it, then report from time to time that "nothing can be found."

We here learned that the Rabbi Counlor, of Libau, had just passed through Wilna on his way to St. Petersburg in obedience to a resolution of the church community of Libau for the purpose of appealing to the minister of the interior for an extension of time to Jews who had been ordered out. He said that about 1,000 had already been expelled, but there are in addition 500 families, numbering from 2,500 to 3,000 souls, who had been ordered to leave before September 1. The Governor-General told the deputation that he regretted very much the conditions which existed, but he was powerless to avert them, and added that he thought the application to the authorities at St. Petersburg was simply a waste of effort and time.

Jews who settled in Courland before the year 1835 have the right of residence there as well as their descendants born there. These have not yet been ordered away, the expulsion referring only to those who settled there since that date. Libau is in this province, just outside the Pale. We have, therefore, the spectacle of Courland Jews who are permitted to remain because they were settled there before 1835, while those who settled in Moscow under the same conditions are expelled, both these places being outside the Pale. The reason why this distinction is made is not known; their deduction is that Courland, being on the border, the pressure is not so great because the conditions prevailing are more directly exhibited to their neighbors and the difference brought into plainer contrast. Others, when asked about this, will simply answer, "It is so ordered." This, in Russia, ends discussion.

The order or edict of the ruling czar supersedes all laws promulgated by his predecessors, may annul contracts and destroy vested rights. They are often contradictory and inconsistent, and in construction it sometimes happens that what is held to be law in one province is unlawful in another.

We visited the tobacco factory of Mr. ———, employing 230 Jews. In a room about 18 by 34 and 10 feet high we counted 68 employes, all girls, ranging from 16 to 21 years of age, making cigarettes and picking tobacco. In another room about 20 by 40, 66 employes were counted. The wages of those girls picking tobacco range from 80 kopecks to 2 rubles per week; the hours from 6 a. m. to 7 p. m. Cigarette-makers, by the piece, earn from 1½ to 2 rubles per week. Cutters, men, by piece-work make from 4 to 5 rubles per week. The work, however, is irregular and the average rate of wages is 3 to 3½ rubles per week. In the drying department 3 to 5 rubles per week. Strippers and sorters, all girls, 6 to 12 rubles per month. Cutters, girls, 1 ruble 75 kopecks per week. Cigar-makers, 3 to 5 rubles per week. The rooms were dark and in the daytime required artificial light.

We afterwards went to a small establishment where "uppers" for ladies' shoes are made. There were 12 apprentices, all Jews, from 15 to 20 years of age, who received 100 rubles without board or lodging for a term of three years' apprenticeship, or 33½ rubles per year. One young man, the son of a teacher now dead, was among them. He intends to go to America as soon as he can save money enough to pay his fare.

Adjoining this place there is a small establishment for making letter and note paper by hand machinery. The feeder of the machine receives 2 rubles per week, while his assistant, a young lad who furnishes the motive power, is paid 1 ruble per week. This boy sends to his parents, who live about 10 miles distant in a little town, one-half ruble per week. He pays 50 kopecks per month for lodging, leaving him about 6 kopecks or 3 cents per day for food, which consists chiefly of black bread, of which he eats at 10 in the morning and 10 at night. The day before, he had visited his sister, who was engaged in domestic service in the city, from whom he received some white bread, the recollection of which feast lit up his countenance with evident pleasure. He wrote his name and that of his father for us in Hebrew and Russian promptly and in a neat style.

We then went to the bookbindery and stereotyping establishment of Wittwe & Ronum Brothers, established in 1789, claimed to be the oldest existing Jewish bookbindery in the world and the most extensive in Russia. They usually employ from 100 to 150 men and have had as many as 200 at work at one time, all Jews. They have now about 50 hands and their trade is practically ruined, owing to the repressive laws. While nearly every Jew can read and write, and while in the humblest of Jewish homes there will be found some reading material, it is not now a question of books but one of food which confronts them. Ten printing presses were then idle, which in previous years, we were told, were sometimes running day and night. The wages are low and fair type setters now receive from 3 to 4 rubles per week.

Another shoe establishment for the making of uppers was visited where 25 persons are employed, earning from 6 to 12 rubles per month. The usual complaint of hard times was made, all ascribed to the increased competition due to the expulsion from the interior.

The "Judengasse" and "Fleischgasse" are two streets or lanes, about 15 feet wide, between the buildings. We found there little shops, or more properly speaking, closets, some not more than 2 feet in depth, barely large enough for shelving, and filled with all kinds of cheap wares for sale, which are protected with shutters at night. The proprietors of these small places stand on the sidewalk, just outside of their establishments, and we were informed that they are thus exposed in the winter sometimes with the thermometer at 20° F. below zero. Stoves are out of the question for lack of room if for no other reason, as a fair sized stove would take up all the space. Some of these dens are deeper, making it possible for the proprietors to remain inside. These establishments have little girls on the walk soliciting trade, who for their services receive 15 kopecks per week. The sales girls inside receive 30 to 40 kopecks per week without board. Lining these streets in great numbers were women and girls selling apples, pears, and plums such as farmers in the United States feed to their pigs. For this privilege they are charged an annual tax of 16 rubles, which if not paid results in confiscation of the entire stock and an order to discontinue business. Besides this, the usual method is observed of keeping on "good terms" with the police.

The stock in trade of these people will not average 1 ruble each, yet in this city, we were told, there are between 3,000 and 4,000 human beings whose existence depends on this traffic. Later, potatoes replace the fruit stock and so through the year according to season. We heard one woman offering 10 pears for 1 kopeck (one-half cent). All of these people devote a portion of their means to the education of their children, as education thus far has meant privileges mitigating the restrictive and op

pressive measures directed against their people. This boon has now been taken away and but few can obtain entrance to the higher educational institutions through which ran the highway to unimpeded residence in Russia. The girls of the families, despite the miseries of their condition, remain singularly pure, and a physician, who is also a governmental official, told us that when the children are taken ill the parents will sell or pawn anything and everything they have to provide medicines and food.

The more intelligent and prosperous Jews are uneasy and apprehensive of fearful consequences due to the very serious condition of affairs, while some of them are practically panic-stricken and fear increased distress and starvation during the winter, resulting in rioting and bloodshed.

In the office of a prominent business man, at a little gathering, comprising two lawyers, a doctor, several business men, and a rabbi, the son of one of the most renowned rabbis in Europe, where the existing conditions in Russia were being discussed, we asked what about the future. None seemed able to offer other reply save that which we had often heard, that "God alone could help them," except the rabbi, who said: "Trust in God is well enough, but the Lord usually works through human agencies, and I say to you that our only hope lies in the humanity of the American and English people." He feared that appeals and protests by other nations in the name of humanity would but embitter the Russian Government and increase the severity of the persecutions which crush the spirit of their people, and from which they flee. Thousands of their race have left and are preparing and hoping to leave for America, Australia, and Africa. One of these emigrants a few days ago said to him, "I am going to America, because in that direction lies hope. Here I have only fears to confront me. The hope may prove delusive, but here the fears are a certainty. My great ambition is to breathe at least once the free air with which God has blessed the American people." The rabbi stated that these were the exact words, as he remembered them, uttered by an uncultured Jew emigrant whom he met at Kovno, and these sentiments are in the heart of every Jew in Russia.

Dr. ———, one of the gentlemen present, related the following: Some time ago, while he was living in St. Petersburg, Mrs. G., a lady about 50 years old, called upon him and presented letters of introduction. She stated that she might possibly desire his assistance to secure for her son admission to the university at that place. She was the wife of a merchant of the second guild who did business within the Pale, and as such she as well as her husband had the right to visit and remain in St. Petersburg two months of each year. For some reason the two months limit was reduced to two weeks by the police, and during that time she remained at a hotel. The two weeks expired and her business not being finished she removed to another hotel which bore the reputation of being on "good terms" with the police. Here she remained unmolested two days. About midnight of the third day the proprietor, fearing, or claiming to believe, that a police visitation was expected, notified her that she must leave at once. She went to Dr. ——— apartments, consisting of a bedroom and office and stated her case to him, imploring his assistance. He informed her that all he could do was to surrender to her his own bedroom, the door of which he could lock and he would pass the night in the office. Shortly after his arrangement had been made, the landlady came in and said that he understood he had a woman at his lodging which the character of

her house would not permit. He told her that it was a lady old enough to be his mother, who for certain reasons which he was not at liberty to discuss, was compelled to remain there for the night. The landlady however, was not appeased and called the "dvornik," who wanted to know who it was he was harboring. He finally bribed the "dvornik" to silence, but could not obtain permission for the lady to remain. It was now 2 o'clock in the morning, and from that time until 6 she walked about the streets, then went to a restaurant for breakfast, and during the day she left the city for her home.

We also saw Mrs. Dimenstein, with her two-weeks-old babe in her arms, and who made the following statement: Her husband is an artisan (a furrier), and with him and their two children lived in St. Petersburg. The police visited their house twice; the first time her husband was dressed ready to go out to receive or deliver work, the second time he was out on such a mission, and the charge was at once made that he was not an artisan, as he was not at work as such. He was notified to leave within one month, notwithstanding that he established his claim to artisanship by a number of Christians for whom he had done work. It was without avail, however, and he then tried to obtain an extension of time on account of the advanced pregnancy of his wife. This also was refused. His time having nearly expired, he left for Leipzig, where he intended to establish himself, hoping and believing that his wife, who was daily expecting confinement, would be allowed to stay until after the birth of her child. This, however, was not permitted, and she was compelled to go at the designated time. Being so near the time of her confinement, she employed a midwife to accompany her and about 4 a.m. of the following day while en route was taken with labor pains. She was permitted to exchange her ticket at the next station and remain there until after her child was born, which occurred two hours later. The privilege was granted of remaining until 4 p.m. of that day, when she was put aboard the train for Wilna, and from that station to her lodging house was carried by friends.

Mrs. D. is a pleasant, well-informed lady of taste and refinement and a photograph of her husband, which she exhibited with pride, showed him to be seemingly an intelligent, as he was a well-dressed handsome man. Her lodgings were poor, but neat and clean, and she had certainly made the best possible use of the little means her poverty-stricken condition admitted of, and into which she was forced without warning. She was at first somewhat reticent, having the fear, which these people frequently exhibited, that we might be members of the secret police. We often found it difficult to persuade them to talk, but once their confidence gained and assured that we were not Russian officials, it was not easy to get them to stop. Among other things, she stated that the conductor of her train said that her case was by no means uncommon, that he quite recently had another where the child of the expelled Jewess was born on the train. This latter case we heard of, but did not meet the woman.

September 2.—We visited David ———, locksmith. He has the best place of the kind in Wilna and has hitherto carried on a large business. At present work is scarce and prices low and he is making up a stock of goods, hoping for better times. All of the employes are Jews, among them a young fellow who had learned the trade and was engaged at a vise. His work showed that he was a competent artisan for which he was now receiving 25 rubles per year and board; formerly he received 1 ruble per day, but competition had reduced his earnings.

We then went to a cabinetmaker's establishment, where 20 men, and

Jews, were employed. Some of them were inlaying a cabinet of mahogany with brass, an elaborate and superior piece of furniture. The best workmen receive from 5 to 7 rubles per week, about one-half of the wages prevailing before the troubles began.

Near by is a large steam sawmill owned by Mr. Massovinin, who employs 50 men on the river Vilia. The building is of brick and substantial, but the machinery is very primitive, the only saws in use being a gang moving slowly up and down. The men who work upon the rafts and handle logs receive 50 kopecks per day of thirteen hours, boarding themselves. None but Jews do this work, as it is hard and severe, especially in the autumn when the water is cold. The sawyers receive 5 rubles per week. The same proprietor owns a gristmill adjoining. Here the employes, also Jews, receive from 30 to 40 kopecks per day of twenty hours, boarding themselves, sleeping in the mill on sacks when off duty. There is no lack of help, as hundreds are waiting for a chance to work even under such conditions and at those prices. Five or six stalwart looking fellows were loading upon wagons sacks of rye flour each containing 37 poods (1,480 pounds). As in the sawmill, none of the machinery is of modern or improved kind.

A blacksmith shop across the street, belonging to a Jew named Itzik, was next inspected. He was standing dejectedly in his shop, idle. From him we learned that he had formerly done a fair business and employed an assistant, making a daily profit of $1\frac{1}{2}$ rubles, but to-day "I have earned only 30 kopecks. I do not know what this is coming to." About a year ago he had instructions from the police to tear down his former wooden shop and rebuild with brick, which he did although he knew of no reason for such orders, as there were wooden shops all about his. He said he had been idle more than half the time since April and sees no prospect of improvement. "Competition is so great that all are grabbing for work, which, when they get, they do almost for nothing."

Another blacksmith, Mr. Hirsch, has in his employ three boys, being obliged to discharge his men because he could no longer afford to pay them the 6 rubles per week, which they formerly earned. The boys receive from 20 to 30 kopecks per day and board themselves; has not much work to do, owing to competition, and said ruin stared him in the face because so many artisans came from the interior to Wilna.

We next visited a Mr. Walberg, wood carver and cabinetmaker, who was at first unwilling to talk, fearing that we were newcomers who might be competitors in his business. He formerly employed 35 men, now there were 6 men and boys in the place. His wood carvers earn from 4 to 5 rubles per week, and one of superior skill receives 7 rubles. The boys are paid 10 to 15 kopecks per day, one of whom, who seemed to be about 14 years of age (he was afraid to talk), was carving a table leg of handsome design.

We were told that the sales were practically nothing now. In the storeroom there was a carved and ornamented sideboard, offered for sale at 80 rubles, an article of furniture, which here would cost at least \$300. Elaborately hand-carved hall chairs were marked at from 10 to 15 rubles. We here heard the same story of paralysis of trade, excessive competition, few sales, and beggarly prices.

The last place visited was a stocking-knitting factory where 30 Jewish girls were employed. Upon our approach, fearing we were police agents, all but three ran away, returning as their alarm subsided. They work fourteen hours per day for 40 kopecks. These girls were at work in one room and their appearance was most pitiable. Their sunken eyes, de-

jected visage, and gaunt bodies told the awful story of pinching hunger and overwork more plainly than could their tongues, and no one could see them as we did without feeling deeply moved at the desperate condition in which they found themselves. Many of them have fine face and would be called handsome but for the distress deeply stamped thereon which spoke pathetically of the excessive toil, poor nourishment, and impure air which was their daily lot and from which there is no release but by death. Gaining their confidence they talked with some degree of freedom and a number of them said they would like to go to America, about which place they had heard such good accounts. Several have friends whom they would like to join but they can not gain nor save the little money necessary to take them, while the condition here are growing daily worse. When asked what they lived on one of the girls replied: "Two meals a day, of black bread, watered with tears." Sometimes they have cabbage soup twice a week but very rarely any meat.

There are three grades of rye bread on the market. For a pood (41 pounds) of the poorest, the kind used by the working people, the price is 1 ruble; the next best, 1 ruble 40 kopecks, while the best, inferior to that sold in America, costs 1 ruble and 60 kopecks. Where we investigated the bread prices we met an old man apparently past 70 on his way home from work. He seemed to be anxiously considering an investment of the 2 kopecks he held in his hand, and finally laid down one of them for which he received a piece of cheese about as large as a butter, and in answer to our inquiry said: "This, with a slice of black bread, is all I shall have for my dinner."

We left Wilna with impressions indelibly impressed upon our memories of want and misery such as we had never seen, and which we hope never to see again. Neither pencil nor pen can adequately describe the conditions, even if it were in order in an official report to elaborate them. Of the thousands of cases that we encountered without seeking, we could make notes of but a tithe, a few of which are presented taken at the time.

Here we separated, Commissioner Kempster going to some farming communities near Dekshni, while Commissioner Weber went on to Bjalostok. The former reports as follows:

In the Gubernia of Minsk, Wilna, Grodno, Kovno, and Volhynia, to which the Jews fled during the persecutions of the middle ages, they purchased large estates, some of which have been carried on successfully by them ever since. In the year 1819 the Russian Government prohibited Jews from purchasing more land, but in 1835 they set apart 5,500 acres in the province of Minsk, on which Jewish agriculturists might settle, and in 1857 there were, according to official statistics, 3,977 persons on this land. This number afterwards increased, and in 1888 there were over 5,000 persons upon this and adjoining leased property. The May laws of 1882 forbade new contracts with Jews as lessees of landed estates situated outside the precincts of towns and townlets, or even the issue of powers of attorney, to enable Jews to manage such estates. As a result many persons were forced back from these lands into the towns and townlets of the Pale, the only places they could now reside in, and where there was no land to cultivate. In Kovno the Jewish communities held, by Government permission, more than 85,000 acres, and in Grodno about 6,000 acres, with an agricultural population of 4,000 people. In Volhynia, a province containing, comparatively extensive agricultural tracts, and which also gave refuge to the Jews, bread was furnished for a great many tillers of the soil. Until the year

1882 they cultivated more than 600,000 acres, nearly 6 per cent of the arable lands in the province. In all of these places, which are within the Pale of settlement, the enforcement of the May regulations has compelled the leaseholders to abandon the properties they were on and forced these communities to go back into the townlets, where the laws obliged them to live.

We found that in many instances the Russian landed proprietors used every endeavor to permit the Jews to remain, because their expulsion meant a discontinuance of the rent which came to them, generally a good one. In some instances the order for expulsion came while the crops were yet standing in the fields, thereby preventing their harvesting. Near the city of Wilna there are a number of agricultural colonies which were established under somewhat peculiar circumstances, and these communities were specially examined. I left Wilna, in company with a guide, at 6 a. m. September 4, and at the station of Olkeneiki took a post conveyance and traveled across country to Dekshni, one of the Jewish colonies. The drive was over a sandy plain, interspersed here and there with small groves of scrub pines. The crops had nearly all been gathered, except buckwheat, which was being cut by women with sickles. The soil is poor, the cultivation not equal to that found on the most ordinary American farms, because of the inferiority of agricultural implements. The buckwheat was less than 6 inches in height and so thin that it would not have been considered worth cutting in America. Here, however, every scrap is carefully harvested. On the road we passed a gristmill which stands on Government land, the tenant a Jew, who pays special taxes to the authorities for the use of the water in the stream, a mere rill, which is dammed so effectively that the proprietor obtains a head of 5 feet. He said he could not run the mill regularly, owing to the lack of water, but he is compelled to pay his taxes annually nevertheless. The principal grists are rye and buckwheat. For grinding he receives 5 kopecks for the pood of 40 pounds. His laborer receives about 50 kopecks a day in summer and in winter 25 kopecks, without board, and this is the general price for laborers round about here. Women receive the same wages as men.

Besides Dekshni, there are other colonies in this vicinity, Leypoon and Ponashysterz. Each community is subdivided according to size. The drive through the country to these places was through farm lands, and we found the grain still in the shock, some of it already sprouted and worthless. As the starvation had begun in some parts of Russia this waste seemed wicked, and upon inquiry of some Moujiks for the reason, they said that it had been customary for them to sow the grain and harvest it, then they sold it to dealers who took it from the ground, marketed it, and paid them its value, but that this year the dealers had not come for the grain, and it had not, therefore, been thrashed. Further inquiry developed the fact that the majority of these dealers were Jews, who this year were driven away by the enforcement of the May laws, leaving no one to market the meager crop, and it was therefore lost. We found the same condition of affairs in every place, doubtless due to the same reasons.

The colony of Dekshni is subdivided into 16 parts, which contain about 43 dissiatinas (86 acres) each. In Leypoon there are 8 divisions, in Ponashysterz 9. In 1848 the Czar Nicholas invited Jews to establish themselves in this and other communities near here, and gave to each head of a family who accepted the invitation 200 rubles with which to build a house, and exempted them from all military service for

twenty-five years and from all taxation for ten years. When these colonies were established it was required that each division must have at least six workmen upon it, three old and three young, and if for any reason there were less, a surplus family must be drawn from a division containing more than six. As the colonies grew the numbers of each division increased, so that now there are from twenty to thirty on every division, and existence for so many is almost impossible.

Under the provisions of the original grant the land will belong to the Jews who remain in 1913, but they say it is rumored that they are to be removed. "We are forbidden to lease land outside our community and those of our number who were there have been sent away and we are not permitted to hold the leased land."

We saw the original grant, approved by the Czar Nicholas, from which the data concerning these colonies were taken. In 1858 the Government imposed a tax ranging from 59 to 60 rubles per annum upon the head of each family. It was soon found utterly impossible to pay this, as they could not accumulate this sum from the net sale of crops. About four years ago the tax was reduced to 30 rubles per annum, and this is the sum now paid. The land is so poor and steadily growing worse that it can not raise good crops even in ordinary years. They grow rye, oats, buckwheat, and some small garden vegetables. In a good year they raise 12 poods of rye to the *dissiatina* (240 pounds to the acre). Last year (1890) the rye failed altogether, and they had no bread made from their own grain. This year (1891) it is estimated that they will have 8 poods to the *dissiatina*, the market price here being now (August, 1891) 75 to 80 kopecks per pood. Buckwheat, poor this year, is worth from 50 to 60 kopecks per pood and yield about 10 poods per *dissiatina*. It is largely used for food; from it they make a soup into which they put potatoes, these being the principal articles of diet. This year the potatoes have all rotted in the ground. Oats do not grow abundantly; this season they raised only 50 poods in the entire community—not enough for seed. Their houses are grouped together so as to form a town, being nearly all the same size, one story in height, in a row and generally containing two families, one in each end.

In this village there is no saloon or any place where beer or liquor can be obtained. I went into the house of a man who acts in the capacity of teacher. I found in the room 20 small children attending school and who were being instructed in the art of reading, writing and arithmetic, the reading lesson being chosen from the Bible and Talmud. One little fellow, aged 10, came forward at my invitation and read from the Bible. Copy books were placed before them in which they wrote a firm round hand, and being questioned as to their reading lessons all replied promptly and evinced an interest in their instruction. The teacher receives for his services 8 rubles for six months. In this colony there are over 100 adults, besides the children, and not one among them unable to read and write Hebrew and Russian, their education being equivalent to that of our common schools. The little ones both girls and boys, work a certain portion of each day in the fields with their parents. At my request the children were called from where I found them at work and asked to read and write, which they did in every instance writing their names in a note book both in Hebrew and Russian. The school exercises would put to the blush some of the school children in my own country. One little girl, 6 years old, stood by my side and read clearly and plainly from the Bible without hesitation or even spelling out the words. They were all clean but poorly dressed, well-behaved, and respectful. A short time since some of the

farmers of this community asked permission to purchase some lands adjoining their colony which the landowners were willing to sell provided they could get permission from the officials. The request was denied on the ground that the Government would sell no land to Jews. The overflow from here goes mainly to America. During the past five years 20 men have gone from this one community. Sometimes they go out to neighboring cities as coachmen.

There were 20 men who came into the room where my investigations were prosecuted, all seeming to know something about American life. They said they would like to go there if they had the money. "Here our land is so poor that we are unable to get sufficient means to sustain ourselves." I asked them if, in case they went to another country, they would settle in the cities. The reply was "No, we can not live without fields, any more than a fish can without water. We were born here farmers, and farmers we want to be to the end of our days." I then asked why they wished to go to America. A housewife pushed her way through the men and said to me, "*Our lives are lost, but we want to alleviate the condition of our children.*" They asked about the soil and its products, about food, how the land was watered, prices for labor and for farm products, and evinced a great interest in the subject, as well as a thorough knowledge in everything pertaining to agricultural pursuits. There are in this community thirty horses and sixty cows. The room in which I took statements of these people is not more than 12 feet square and 9 feet high, with furniture plain but clean, and in the windows were some simple flowers in pots. On a shelf, besides the Bible and prayer books, I found fifty volumes printed in Hebrew and in Russian, also some old magazines and newspapers. During my investigations the teacher arose and asked to be excused, saying, "It is now our hour for prayer; we desire to go to our house of worship. We will return soon and remain with you, and be at your service." They quietly arose and withdrew, leaving me alone in this little home. Before going they placed on the table a samovar with glasses for the tea and a pitcher of milk.

The buildings though old are well preserved and as clean outside as within. There is an entire absence of trees, as fruit trees will not grow in the soil while small fruits are difficult to raise. As no one knew but myself that I was to visit this community it was impossible that they could have prepared a place for a reception. The day was Friday and the community was getting ready for their Sabbath. I went into each of the houses in the community. There was no material difference in any of them, the same cleanliness being observable in each place. Round about the house the green grass was kept clean and smooth-shaven as a lawn. There were no "back yards" where all sorts of litter is permitted to accumulate. The barns were as neatly kept as the homes, the contents being stacked away or mowed with careful precision, consisting of peas, lentils, and beans used for making soup. On every hand the husbandry was of the most orderly character. On our way to Dekshni we passed through a Russian village about 2 versts distant which place we inspected. The buildings were terribly dilapidated and dirty, and although only 40 souls are living there it contains a saloon, located in one of the largest houses. There is neither school or teacher in the community, nor were there any evidences of careful husbandry. On the principal street there was a pool extending all the way across, immediately in front of the houses, nearly 50 feet wide and up to the carriage hubs in mud, which was covered with a green slime in which the swine were wallowing and from which emanated a horrible

stench. There were men in abundance and it needed only a little energy and a few cart loads of dirt, easily obtainable, to abate a nuisance which has probably existed since the foundation of the village.

Leypoon and Ponashysterz do not differ materially from the community of Dekshni, excepting that they are somewhat larger. The community is founded upon the same principles, the houses are built in the same manner, and the general conditions are like those found at Dekshni. Those villages in existence since 1848 are a standing refutation of the charge that the Jews are not farmers. All with whom I conversed stated that they desired to remain where they were, and if it had not been for the severity of the laws which compelled them to relinquish lands they had hitherto held they would not now leave, but that the increased numbers accumulating there year after year had made it impossible for them to obtain a livelihood upon the grant originally given, and as the laws hitherto made had been revoked by the May laws, they could see no other way before them to obtain subsistence but by emigration. The conclusion forced itself upon me that if these people can obtain a livelihood upon this soil, under such unfavorable circumstances and surroundings, bringing up their children to usefulness, giving them a fair education, they would do vastly better if they were located where they had an equal chance with others in the same walk of life.

BJALYSTOK.

September 3, 1891.—Commissioner Weber reached this place at 11 p. m., having left Commissioner Kempster at Wilna, as already stated and reports as follows: This city is near the border line between Russia and Poland, has a population roughly estimated at 60,000, of whom 35,000 are Jews, 10,000 Poles, 10,000 Germans, and about 5,000 Russians, besides soldiers and officials, all of whom are Russians. It is a manufacturing center, and about 150 cloth manufactories of greater or less importance are located in and around the city. There are also a number of tobacco factories. At every place visited the usual reply was given to questions about the condition of trade. "Trade is paralyzed, profits small, competition fierce, sales contracted because of the uncertainty of what the morrow may bring forth, and the increased risk in giving credit. Parents hesitate about educating their children in the higher institutions here to the extent to which they are still permitted, while those artisans and laborers who have work are making but part time and at reduced wages."

Most of the factories use hand machinery. Where steam is used Christians are employed, as the Jews observe Saturday as their Sabbath, and the police regulations forbid the operation of steam establishments on Sunday; hence the machinery would stand idle two days in the week if Jews were employed. The feeling between Christians and Jews is reported here to be most kindly, "brotherly," as was expressed by a large manufacturer.

Formerly weavers received from 7 to 10 rubles per week; now they receive $3\frac{1}{2}$ to 6, and work usually from 5 a. m. to 7 p. m., with two and one-half hours intermission for meals. The bulk of the goods manufactured here is sold to Jews, who report that the consumption has fallen off from one-half to two-thirds owing to the disturbances.

The obtaining of a passport for emigration is beset with serious difficulties. Five or six certificates are required, which, with stamps, cost 80 kopecks each. A visit to Grodno is also necessary. The journey and

expenses, with the sums necessary to move the police wheels, runs the post up to from 20 to 25 rubles, hence many go to the border without passports, pay 5 rubles to the police as a bribe, and easily pass beyond the jurisdiction of the Russian authorities, thereby saving money enough to pay their way to Hamburg. For this reason a correct estimate of the outflow is impossible, as much of it is of this clandestine character; but everywhere I heard of the movement to Africa, Australia, Palestine, South America, England, but the most of it to the United States. Many of them have relatives already settled in this country, and all give glowing accounts of our conditions, while some receive money from such relatives for sustenance and passage to America. There seemed to be less fear on the part of prominent Jews to be seen with us, as was the case in the interior. In many respects civilization has reached a higher standard here, probably because of proximity to the border. The pioneers in manufacturing enterprises, the leaders in what Americans would term progress, are Jews. Nearly everyone reads and writes Hebrew, many Russian and German, some Polish and French in addition.

I saw Mr. Volkowsky, son of a merchant of the first guild, who was born in this neighborhood and is prominent in various business enterprises which have brought him ample means. The son visits Charkoff, in the southern part of Russia, as the business representative of his father, several times annually, and is as well known to the officials and prominent business men there as here. Notwithstanding he has a right to go anywhere in Russia, and that on January 25, 1891, his certificate was properly and promptly viséd by the police authorities, yet on the 22d of July following the same instrument was indorsed by camp and writing that he had not the document entitling him to visit Charkoff, and was ordered out within twenty-four hours. Application to the governor finally obtained an extension of his time privilege to the 2d day of August. I saw the certificate with numerous indorsements stamped thereon, which were translated by our interpreter and found to be as above stated. Later in the day we called upon his father, who was at that time confined to his bed by illness. He is a most intelligent gentleman, formerly a manufacturer of gloves, and one of the first in the business at this place. He seemed to be quite discouraged as to the future, and believes that increasing disaster is inevitable. The city is full of unemployed labor, which is manifest at every hand, and groups of fifty or sixty are common in the streets. The Polish language is not so generally spoken here as formerly, it being prohibited in official circles, at the railroad stations, and schools. The design is to Russify Poland and the former dependencies of old Poland, of which this section was one. The younger generation speaks very little Polish.

I visited the cloth factory of L. Handler, who employs 50 men when in full operation; at present he employs 20. Eighteen handlooms are in operation and fourteen idle, owing to the hard times. Last year they were all in operation. He makes first-class goods, and must therefore pay the highest rate of wages. Weavers receive 8 rubles per week, boys 1½ rubles, girls from 1½ to 2 rubles per week. One of these weavers told me that he pays 40 to 50 rubles per year for the education of his children, and in addition 8 rubles annually for charitable purposes. Another, Hirsch J. Katz, said he was going to America, and upon being asked why, replied: "I can not support my family here; the income is so small for the expenditures." He formerly earned 10 rubles per week and now averages about 6 rubles; has a wife and four children,

besides his father-in-law, to support. He has a brother in the United States who earns from \$8 to \$10 per week as a clothes presser; has been there three years, and reports himself as highly pleased with his condition. This man will go first and afterward send for his family. His father and mother formerly leased land, but they died some time ago and the son was not permitted to renew the lease, so he had to come to this city. He leaves for New York next week. He says he thoroughly understands farming and gardening, and is willing to work at that or anything else in order to earn a living for his family.

I next visited a Jewish tobacco factory, and after some parleying obtained the sanction of the revenue officer stationed there to enter, but the proprietor, evidently fearing that the officer had been surprised into acquiescence, protested vehemently against our entrance. He seemed panic-stricken and was not sure whether we were sight-seers, as represented, or secret police. We relieved his anxiety by promptly withdrawing.

I called at the tannery of Mr. Zalkin, who employs altogether 90 workmen, 10 Christians and the rest Jews. The main tannery buildings are about 7 miles from the city. The proprietor spoke as discouragingly of the future as all the others had, and offered the same reasons for the depressed condition of affairs. Believing that there was no prospect for improvement, he recently went to Jerusalem for the purpose of looking into the conditions with a view to removing his business, but he reported that matters were in a deplorable state there; that the people were poor, went barefooted, and had more need of bread than shoes.

I then visited the establishment of Mr. Norvick, who has been fifty years in the business and reported to be the pioneer cloth manufacturer in this section of country. He has both steam and hand factories and employs about 70 men. In the steam factory he employs Christians for reasons already stated. He also reports business terribly depressed, and stated that a short time ago the manufacturers called a meeting with a view of taking concerted action to reduce wages of employes. He refused to join this movement, saying that they now were barely above starvation point, and if compelled to go below that he would stop entirely. All of his hand machines are in operation on short time in order that each of his workmen may have some employment.

I stopped at a blacksmith shop near by, the owner of which, Mr. Norvick informed us, could be heard hammering at 3 o'clock in the morning. An iron plow, chiefly of wrought iron, the only wood about it being the ends of the handles, an implement such as is used in this part of the country, he makes and sells for 5 rubles each. His laborer was a soldier who had served five years in the Caucasus. He was sent to the Pale after completing his service, returning to the village where he lived before drafted, but it was held that he had "changed his residence," and was therefore not permitted to reside there. We also met at the house of this blacksmith a woman, temporarily living there as a charity subject, who said she had a husband and eight children, who lived twenty-four years in one place, in a village, cultivating the land and running a dairy under a lease. Another person bid higher for the lease and compelled them to vacate. They desired to change to another place in the same village, but it was held that would change residence, and therefore they were forced to leave. The family has been here six weeks, unable to obtain employment, and did not know what to do. This house was small, the furniture rude and scant, consisting of a table and

few chairs, but I noticed books on the shelves and some cheap pictures on the walls. The blacksmith's son, a weaver, went to America about six weeks ago, but no news has yet been received from him.

In the neighborhood was a carpenter shop where formerly ten men were employed, and now there is but one, and he works twelve hours per day. I also met here a woman who said her son had been some years in America. He started a little dairy with two cows, bought on credit, and now has twenty cows of his own, and she considers him on the high road to fortune.

I then visited a tinsmith shop and learned that the proprietor had been in America, where he lived eighteen months and earned \$12 per week. He returned to Russia, he said, on account of his aged parents, and reported that he was doing well here at present, because he has a specialty in the manufacture of cylindrical forms used in the cloth manufacturing establishments here. He has practically a monopoly of this work, but thinks this will not last more than another year at the outside, as others will become as skillful as he in this direction, and their competition will force prices to the low standard prevailing here. He spoke kindly of America, and when in the course of time nature releases him from the obligation which brought him back, he expects to return to our country. It was evident that his brief experience in America had not proved detrimental to him. One of his workmen arrived here from St. Petersburg about six weeks ago. He had not yet been ordered out, but realized that his permission to stay there was but a matter of short time, and finding an opportunity for work here, although at a lower price, concluded to take advantage of it. At St. Petersburg he earned from 10 to 15 rubles per week, here only $4\frac{1}{2}$ rubles. He served his time in the army and received, besides rations and clothing, $2\frac{1}{2}$ kopecks (about $12\frac{1}{2}$ cents) per month.

The following prices paid for labor at the various places visited were obtained from the men and corroborated by the employers:

Hod carriers, when employed, 30 kopecks per day of $10\frac{1}{2}$ hours. No work in winter.

Carpenters, in summer, 5 to 6 rubles per week; 3 rubles in winter when at work.

Bricklayers, 4 to 8 rubles per week. No work in winter.

Laborers, 40 kopecks per day in summer; little or no work in winter.

One of the foremen whom we met in a tannery receives 10 rubles per week. He formerly lived in New York and Newark, N. J., earning \$2.50 to \$3 per day, but as his wife would not join him in America he returned.

Tannery workmen receive from $2\frac{1}{2}$ to 6 rubles per week.

A street paver stated he made 4 rubles per week in summer and 2 in winter when he had work. This man has six children, and for schooling pays 16 rubles per year. A little boy about 10 years of age was employed in assisting the paver. He receives 15 kopecks per day. Another boy, about 15 years old, receives 25 kopecks per day, but in the winter they are unemployed; the money they earn goes to their parents.

Cloth weavers receive 5 to 8 rubles per week when steadily employed; boys, $1\frac{1}{2}$ rubles; girls and women, $1\frac{1}{2}$ to $2\frac{1}{2}$ rubles.

Treers in boot and shoe factories earn $3\frac{1}{2}$ rubles per week; boys in this department $1\frac{1}{2}$ rubles per week. One boy who earns 1 ruble and 10 kopecks per week reported that he had a father, brother and sister in New York who left about a year ago. He did not know what they earned but they are sending money to the mother, who graduated

at the gymnasium here and who remains with four children and grandmother. The family expects to join those in New York before long and the little fellow is envied by his shopmates because of his superior prospects. Another young man earns 3 rubles per week of which he gives his parents a portion and is saving the balance after paying living expenses, to go to America with. A story was told us of another boy in this shop who received 1 ruble and 50 kopecks per week, lived on 50 kopecks (25 cents) per week, saved the balance and left for America in July last.

Hand-made horse shoes, put on, cost from 15 to 20 kopecks each; the best new shoes, however, cost 1 ruble per set of four, put on.

On returning to the hotel we were agreeably surprised to find a card from Messrs. Levy & Sons, upon which was written in English, "We are Americans and would be pleased to have you designate some hotel and place convenient to you to have us call."

In accordance with the request we met these gentlemen in the evening. It was learned from them that the father was born in the vicinity of Bjalystok, married here, and went to America some twenty years ago, where he first worked as a laborer on a railroad. He visited various parts of our country, and finally settled in Hamilton, Canada, where he amassed a comfortable competency. His wife being very much attached to the old home, besought him to return to Russia, which he did, taking with him \$20,000 in money, the result of his labor. He settled in Bjalystok and started a shoddy manufactory. From others we learned that he has accumulated a handsome fortune in his business; his natural shrewdness, aided by his American experience, made him an easy winner in the competition for wealth. He told us that he now employed about 250 men, his principal factory being about 7 English miles from the city. He pays his employés the going rate, which are from 1 to 2 rubles per week for women and boys, and 2 to 3 rubles per week for men. He has an intense longing for America, and confidently expects to end his days here. His son is an intelligent young gentleman, born in Minnesota, and speaks the English language perfectly, as well as German, Russian, and Polish. That he has inherited strong American patriotism was made evident in his conversation, and upon breaking up a protracted but pleasant visit, he desired us to salute for him the "Statue of Liberty Enlightening the World." Mr. Levy is one of the rare specimens we have met in this country, who, foreseeing the approaching storm directed against the non-orthodox, wisely obtained through influential persons a permit to remain in Russia, from the minister of the interior, approved by two other cabinet officers. He pays the usual tax of a merchant of the first guild, 1,000 rubles per year. When we asked Mr. Levy how he knew we were in the city, he said: "The entire town is aware of it; the news has spread like wildfire that Americans are here, and are agents of Baron Hirsch sent to arrange and form emigrant committees." This was corroborated by the visits of several individuals and by a committee claiming to represent 40 persons who desired information on the subject. The crowds that accumulated wherever we went suggested the wisdom of expediting our movements here in order that we might complete our business and leave the city before being interfered with by the police.

September 5, 1891.—Commissioner Kempster having arrived we visited the Jewish home for old people. The institution is supported by the meat tax specially levied upon Jews, and at present contains 20 men and 20 women. The building was being generally renovated, as it

sual every summer, but everything indicated neatness and comfort for the inmates. As on Friday, the crowd gathered on the outside to see the foreigners and almost blocked the street. The inmates of the home pay nothing for board or clothing and are made quite comfortable in their declining years, even receiving pocket money for small expenses.

We next examined an institution possessing decidedly novel and interesting features named the "Charitable Loan Association." There are two of these in the city based upon the same benevolent principles, the one visited, now eight years established, has a capital of 6,500, the other, 8,000 rubles. The business is that of pawnbroker, loaning to the poor without interest, save a nominal charge of 1 kopeck per ruble to pay the expense of clerk hire. This is in pleasing contrast with the pawn shops under the direct management of the Russian city authorities in Minsk, where the interest charged is at the rate of 18 per cent per annum. So far as details are concerned the association is conducted on the general principles of the pawn shop, except that there is no charge beyond the small fee referred to, and that the money borrowed may be returned in instalments in any amount desired by the borrower, and that they must repay at least one-third of the loan within six months, although extensions of time are usually obtained when applied for.

Within the past two years the managers have been unable to supply the demand for money, and all of the capital of both institutions is now outstanding. They have thus far been compelled to sell very few articles pledged as security, and the greatest leniency is observed, as the business is conducted purely for the benefit of the poor. Not more than 200 rubles per year have been realized from such sales, although they have a number of overdue loans which have been permitted to run for three years. The articles pledged consist of jewelry, candlesticks, samovars, clothing, clocks, and a variety of household utensils. These things speak eloquently of the distress which prevails; some of the jewelry and more expensive articles here seen indicating clearly that pinching want is not confined to the so-called lower stratum of humanity. The building is fireproof and is crowded to its utmost capacity, although the articles are packed away in systematic order.

There is another charitable loan association in this city, managed by Jewish ladies. No interest is charged on loans, and all that is required by the management is a sort of certificate from some known responsible person that the applicant is worthy.

We inspected a Jewish hospital for men and women, having a capacity for 70 inmates. It receives 10,000 rubles per annum from the head-tax fund,* and this, with the income derived from real estate donated in more prosperous times and some annual subscriptions amounting to about 5,000 rubles, covers all expenditures. At present there are 44 inmates, sickness being less frequent in summer than in winter. There is also a chemical dispensary for the poor connected with the institution furnishing tickets for prescriptions at the uniform rate of 10 kopecks each, and which are accepted and compounded at the various pharmacies about the city. During the month of August 604 prescriptions of this kind were issued. The staff of the establishment consists of a president, three assistant physicians, besides a volunteer staff of local physicians who serve without pay. In addition to this there is a staff of hospital clerks, all of whom serve at moderate compensation, the chief receiving 25 rubles per month without board or lodging, and each of the assistants 10 rubles with board. Five nurses are paid 16

* A special tax levied upon Jews.

rubles each per month with board, one cook 60 rubles, the other rubles per year with board. The superintendent of the hospital receives 600 rubbles per year without board. The hospital was clean, well ventilated and, apparently, the sick were carefully attended to.

We next visited a school for Jewish boys of the poorer class having a present attendance of 75 ranging in age from 8 to 12 years. The annual expenses of conducting this institution are about 3,300 rubles, which 2,500 comes from the meat tax, the deficiency being made up by contributions. There are but two school hours daily, towards evening the children being at work during the day. The earnest desire of the Jews to obtain some sort of an education for their children was again illustrated in this little school. There are no similar Russian institutions in this city.

GRODNO.

September 6, 1891.—We reached Grodno late Saturday evening, surrendering our passports upon arrival, as usual, but after breakfast next morning we were ordered to appear personally before the *pristav* for examination before our passports could be viséd. This was the first time we were cited to appear before an official, the reason for which was not yet understood, as theretofore our passports were promptly viséd and returned to us, and as our time at this place was limited, the delay resulted in some inconvenience. We were accompanied by one of the most prominent citizens of the place, whose acquaintance we had previously made, and who fortunately came up just as we were about to start. To his kindly offices we feel that we are indebted for prompt decision and disposal by the *pristav*.

Arriving at the place, we were ushered into a small office, where we found two clerks and eight gendarmes. Crouched in a corner was a poor, dejected-looking Jew and wife, with two children, whose appearance indicated terror, poverty, and distress. Our passports were lying on the table, and each was carefully scrutinized, after which questions were put to us and answers recorded. The secretary of the Commission was first catechised as to his name, age, and then his religion. One of the commissioners when questioned as to his religion, replied curtly, "American." The answer seemed to stagger the official for a moment, he evidently not recognizing this form among the creeds, but it was so recorded. The other commissioner was similarly questioned and when asked "What is your religion?" the *pristav* said something in Russian to his clerk, which our interpreter afterwards informed us was "These Americans have no religion." After this ceremony was completed and some other formalities complied with not necessarily elsewhere, but considered judicious in Russia, we were bowed out with great courtesy and politeness, and permitted to go.

We then visited the wood and log yard on the banks of the Nieme. Logs are rafted to the city and allowed to remain in the river until sold then brought ashore by workmen. The banks are sloping, and the men wade into the river, frequently to the waist, to do this work, which in the spring and fall is a severe strain upon physical endurance. For this they receive 50 kopecks (25 cents) per day. Our visit was on Sunday, and therefore little of this work was being done, but there were nevertheless numbers of men on the bridge waiting for an opportunity to perform this or any other kind of labor. They were evidently under the impression that we were employers, and gathered about us excitedly soliciting work. One man, somewhat advanced in years, was special

unfortunate in his appeal, saying: "We need bread; my children are hungry; will it finally become necessary to drown ourselves?" All about, men were standing in groups earnestly discussing the situation. Some were seated upon the steps of a very large and at one time handsome structure across the street. Asking what it was, we were told that it was formerly a Polish Catholic church, which, after the uprising of 1863, was converted into a barracks by the Russian authorities for the use of the soldiery. All images had been removed from the church, and every emblem originally designed to denote its sacred character had been taken away. In the square opposite there were seen a number of men waiting for work, and remarking upon the extent of the gathering, we were told that it was smaller than usual on account of it being Sunday.

From this place we proceeded to the extensive establishment of Bereschewski & Russoty, manufacturers of tobacco, cigars, and cigarettes. These gentlemen have been twenty-one years in the business, and employ between 1,200 and 1,300 people, all Jews, 850 women and girls and 400 men and boys. The work is carried on in a large three-story assembly building, not overcrowded, light and well ventilated. Business was reported as being fair, and it was made manifest upon inspection why they can still easily meet competition. The proprietors are progressive, energetic persons, and have the latest improved machinery to do much of the work which in every other tobacco factory we visited is done by hand. In the office we found a number of diplomas and certificates of excellence of work in their line from various international exhibitions, among them one from New Orleans, which occupied a prominent place on the wall. The pay of employes in the various departments of this establishment ranges as follows: Chief engineer, 18 rubles per month; a few of the foremen, 10 rubles per week, among them one who invented and constructed several machines to make paper cylinders for cigarettes. The other employes receive from 35 kopecks to 5 rubles per week, according to age, experience, and capability. Hours are from 6 a. m. to 9 p. m., with two hours' intermission for meals. The ages of the employes range from 8 to 70 years, but as they are required to be not less than 12, the tiniest midget in the lot promptly answered, "I am 12 years old." It was plain to see that only overpowering necessity compels these little ones to labor, and here, as in many other places, the conditions have answered the query, "Why do they migrate?" From one division of this establishment about 60 women and girls have gone to America during the past five months, upon tickets or with money sent by husbands or relatives who preceded them. The children who were asked, replied that they were able to read and write in Hebrew and Russian. The wages they earn go to their parents. In reply to the question as to whether these people were emperate and honest, the proprietor stated that "In the whole history of the establishment there has never been one case of drunkenness or theft, and the morals of the girls are of the highest character."

They sell the product of their establishment chiefly in Poland, but also have a large trade in Russia proper, the monthly output being 1,000,000 cigars and over 20,000,000 cigarettes. One of the proprietors stated to us that he desired to live in the country for a few months, on account of the illness of his wife; but permission was refused, until finally, upon appeal to the governor, this high privilege was obtained. He also reported that lately a notification had been received that those living in the villages of this gubernium before 1882, and those whose leases of farm lands had expired, could not renew them, and all must

leave for the cities or towns. We were also informed that from 20,000 to 30,000 people depended for a living upon the cultivation of the soil in this province, and the distress which will ensue upon the enforcement of this order can hardly be conceived.

A large brick building in the vicinity was in process of construction and here we found boys only 9 years old, and others not more than 12, carrying bricks and mortar to the top of the building in racks or boxes slung on the back, knapsack fashion, supplying the masons at work. The wages paid to these children were $1\frac{1}{2}$ rubles per week, without board. One of these little 9-year-old fellows was the most cheerful of the lot. He had not yet reached the age to realize the misery of his condition, and was elated because he had work to do.

From here we went to a Jewish hospital, having 80 inmates, supported in part by the meat tax already referred to and the deficiency made up as usual by contributions from the Jews. The benefits of the hospital are not confined to the Jews residing in this city, but embrace also people in the towns and townlets near by. While the institution is evidently well managed and the sick kindly cared for, the lack of means is plainly evident and everything was conducted upon the basis of the strictest economy. At this place we met a Mr. Marcus, son of the superintendent, who greeted us in well-expressed English. He is an American citizen, has lived nine years in the State of New York, and returned to this, his native city a few weeks ago to claim his bride, and with her expected to sail for the land of his adoption next week. He is a fine, stalwart young man, whose demeanor, contrasted with that of his former friends, was so marked as to call for exclamations of surprise from the guides who accompanied us. His appearance, and his statement that he was earning from \$18 to \$22 per week for the same labor for which he had received 4 rubles here, will furnish ample reason for the emigration of several of his friends.

His visit to his old home was attended with some difficulties. He had a passport, properly visé at Bremen, which he exhibited at the Russian border, but when he stated that he was a Jew, in reply to the demand as to his religion, he was informed that he could go no farther. He explained that he was going to his old home for the purpose of being married and intended to return to America with his wife in one week. He was told to write to the governor of the province or the minister of the interior at St. Petersburg to secure admission to the country, and that a decision might be expected in about four weeks. He said that he could not wait so long, so it was suggested that he could telegraph, as that course would probably bring an answer in about one week. As his wedding day had been previously fixed, and was but two days off, he left his trunk and made his way clandestinely across the border. He was in Grodno without reporting himself officially, and expected to get out of the country as he had come in, which he was successful in doing, as we have since seen him on this side.

We stopped at the bookbindery of Mr. Chaïaim, who was expelled from Moscow notwithstanding that he had an honorable discharge from the army, was an artisan of established reputation, and had many influential friends who used every effort to have an exception made in his case. He came to this place a few months ago and opened a similar establishment, bringing with him 10 out of 30 Russian workmen whom he employed in Moscow and who desired to go with him. He still retains a number of his Moscow customers because of the superiority of his work.

We next visited a Hebrew orphan school, supported out of the meat

tax fund and voluntary contributions. The usual close economy of management was manifest. The children were neat in appearance, and had under a yearly contract, the boot and shoe contract being conditioned that at all times they shall have good, serviceable foot-wear, the expense of which is defrayed by an individual member of their unit. As it was nearly time for departure we started for the railroad station, stopping on the way at the house of a gentleman who had furnished us valuable information and assistance to pay to him our parting respects. Following us into his entry way came a half dozen illagers, gaunt and hungry in appearance. They accosted our friend, who came to meet us, in such excited tones that we inquired what was the matter. Choked by emotion, and with tears streaming down his face, he said, "These men are clamoring for work, saying they are starving with hunger." Instantly pockets were emptied of loose change, which was proffered to them, but at first declined, with the statement that they did not come to beg for money but for work. They received one good meal, at least, on that day, and the incident is related here as illustrative of the desperate condition of these people. Up stairs in the same house we found an old man who was kept by the gentleman in question as an object of charity, he having no place to go. He had been a soldier under the Emperor Nicholas, and as a boy was baptized in the Greek church by order of the Czar, which doubly entitled him to the privilege of residence anywhere in Russia. He is now 61 years of age and desires to live with his son, who is an artisan in the interior, and who has not yet been expelled, but his request was refused. When his son is driven out, as he expects, they will go to America.

On reaching the railroad station a young man approached and earnestly inquired whether he could enter a college in America. He had recently finished his collegiate course here, but expected to leave for our country and desired to know whether he could enter a college or whether the fact of his being a Hebrew would exclude him. He was informed that the only standard required here was that of education, and an examination would determine his standing and that alone.

WARSAW (RUSSIA-POLAND).

We left Grodno at 12 o'clock, Sunday, September 6, reaching Warsaw at 8 p. m. of that day. It needed no notification to inform us when we left the Pale and entered what was formerly known as the Kingdom of Poland, as the difference was most decidedly marked. The fields showed superior natural fertility, a higher state of cultivation, and greater productiveness. The buildings are of a better character, and although many of the roofs are thatched with straw, there was a neatness and orderly arrangement about them which were lacking in Russia. Lower beds at the stations and about many of the little one-story buildings, as well as the dress and appearance of the people, indicated a higher order of civilization than that we had met in Russia. The Jews of Poland have thus far been spared from the rigorous orders which freed their race from inner Russia to the Pale, and from the agricultural regions and villages to the towns, townlets, and cities of the Pale, but the more intelligent look upon their advantages as only of a temporary character.

September 7, 1891.—A very able gentleman who has lived many years in Poland, and is a court officer, furnished us with the following inter-

esting and plausible statement which relates directly to the question of causes inciting emigration:

It is not from motives of humanity that we are in the enjoyment of privileges nearly equal to the Russians, but because the authorities, in order to further the policy of Russifying the country, aim to weaken the influence of the Poles in the former kingdom; therefore Polish soldiers are sent to Siberia, the Caucasus, or the interior, anywhere but Poland. Jews are permitted to buy and lease land here in order to get it out of the hands of the Poles. This acquisition of land, however, while easy for Russian purchasers is more difficult for the Jew. For instance, a Russian peasant may sell his little holding to a Russian, but not to a Jew; therefore the Jew can only purchase the larger possessions. The owners of large estates, profitable, have no desire to part with them; hence only the larger possessions that are run down are available to the Jew, and usually these are beyond his means. It is true that wealthy Jews could buy these large tracts and parcel them out into smaller holdings; and while these tracts can now be purchased at a very low price, comparatively, the uncertainty as to the future and the fear that what is permitted to-day will be changed to-morrow prevent such transactions which might be developed into an outlet from the overcrowded Pale. A Jew has the right to loan money on mortgage on land, but on foreclosure sale is forbidden to purchase to save his claim, and under such circumstances must depend on outside non-Jew purchasers.

The large landed proprietor can not readily sell his possessions in small parcels, and the mortgages held by church institutions and banks usually cover the entire premises. The authorities aim to control the sale of these large estates held by the Poles in order to dissipate the influence which such gentlemen, in connection with the Polish clergy, have with the surrounding peasantry. It has also been the policy of the Russian Government to win the support of the Polish small farmers; hence a land bank has been established by the Government to advance about 60 per cent of the purchase price of small farms to such farmers, but the Jews, as usual are excluded. Another evidence of the intention to reduce Polish influence is furnished in this that at the railroad stations and in the cars notices furnishing requisite information to travelers were for a long time printed in French, German, Russian, and Polish; last year the Polish language was omitted, and this is general throughout Poland. The carriers at the railroad stations to carry passengers' baggage to and from the cars are all Poles, who, within the past year, have been ordered to abstain from speaking the Polish language. They must reply in Russian, which many of them speak indifferently. How this affects the traveling public from this city may be appreciated when the fact is stated that of the 450,000 inhabitants but about 12,000 are Russians and 270,000 Poles, the rest being Germans and Jews. This does not include about 20,000 Russian soldiers stationed in this city; the total number of such soldiers in Poland is estimated at about 200,000.

While the condition of the Jew as compared to his brother within the Pale is much better, yet it is not entirely free from the discriminating effects of Russian regulations and law. For instance, there is in this city a Jewish commissioner, acting under the sanction and supervision of the Government, who levies a tax on the income of Jews above the artisan class, ranging from 3 to 225 rubles per annum. From this they are permitted to pay, subject to governmental approval, the salaries of their rabbis, the expense of maintaining a few labor and artisan schools, and a Jewish hospital. This tax specially levied on the Jews in no way influences any other tax for which they are equally liable with other subjects. Up to this time there has been a feeling, not particularly cordial, but at least respectful, between the Poles and Jews, but the anti-Semitic prejudice has seemingly been fostered by the Russians in order that Jews and Poles might be made to turn against each other, to the advantage of the Russification policy, which appears to be the dominant idea. The Poles being stronger and more influential are as yet second in this three-cornered struggle, but they do not expect to escape the fate of being "Russified" in the course of time, their nationality having already been blotted from the map of the world. The movement is also being directed against the Germans in Russia, for whom they have little regard. A project is now before the Russian Government with prospect of realization, compelling the German colonists in South Russia to dispose of their lands within a certain fixed period. I am convinced that the foregoing is the true theory underlying the policy of Russia, which in substance means the Russification of her subjects and their enforced adherence to the Greek Church.

While it is charged that the feeling against the Jews is based upon the claim that they are usurers, and while I admit that in respect to some this charge is true, but it should be remembered that necessity, growing out of restrictions and special legislation, has developed qualities which are undoubtedly evil and reprehensible. This affects but a small class, comparatively speaking, and under a government so absolutely under the control and power of a single individual, can be at once certainly and effectively reached by Imperial decree. Let the Emperor issue his edict that

after a certain date no promissory note, bond, or other obligation given by a Christian to a Jew, unless in ordinary transactions, shall be valid, and this business will stop at once.

A prominent Polish gentleman, a member of the orthodox Greek Church, whose family suffered in the uprising of 1863, and who was himself for some years a political exile in Siberia, said in conversation about the Russification policy:

Warsaw was once the proud capital of a kingdom; now it is but a provincial town. At the present time the pressure used against the Jews here has not been severely felt. Those forced from inner Russia by edict, as well as those compelled to leave the pale from necessity, do not wish to remain in Russian dominions, for they consider that in any event their stay would be limited, and therefore prefer to go to some country where there is at least no immediate prospect of being told to move on. It is, however, the belief of well-informed persons that it is but a question of a short time when the same pressure will be brought to bear on the Jewish population in Poland that now crushes them elsewhere. In consequence of this unsettled feeling commercial transactions are all made with reference to the crisis believed to be approaching. Jews will not purchase property even at one quarter of its value, and this illustrates the financial uneasiness now felt.

September 8, 1891.—We called on the American consul, Mr. Joseph Rawicz, who received us with marked kindness and proffered his services in any manner desired to facilitate our inquiries, although he had given very little attention to emigration matters. His reply to our consular letter will be found in the Appendix.

The following are the ruling prices paid for labor and food at Warsaw: Carpenters, locksmiths, blacksmiths, painters, tinsmiths, and glaziers, 5 to 8 rubles per week in summer; no work in winter. Laborers, 50 to 80 kopecks per day; shoemakers and tailors, 4 to 5 rubles per week; tailoresses, 2 to 3 rubles per week; factory operatives about 25 per cent higher than at Grodno. Carters, and drivers of droschkies, 5 rubles per week. The cost of food is no higher than in Grodno, but the working men live better. Beef costs from 15 to 18 kopecks per Russian pound, equal to five-sixths of an American pound. Butter about 40 kopecks per pound. Salt herrings are the chief article of diet of the working men, and sell for from 3 to 4 kopecks each. Men's boots (long legged) cost 5 rubles; women's shoes 3. It is estimated that it costs annually 12 rubles for a man and 8 for a woman for boots and shoes alone. A suit of best clothes, coat, trousers, and waistcoat, such as are worn there by mechanics, costs about 25 rubles; a suit of working clothes, about 15. Cap costs 3 rubles, and overcoat 20. For under-clothing and hose, about 8 rubles per annum is considered a fair allowance. The clothing for a mechanic for a year is estimated to cost about 30 rubles, and a suit of clothes must be made to last from two to three years. A laboring man is expected to expend about one-half the sum spent by a mechanic. As a rule the working man can afford to rent out one room for the family, the average cost of which is 100 rubles per year, prices ranging from 7 to 12 rubles per month, with 20 rubles per annum for heating the apartment. These figures, which are among the more favorable furnished in Russia, are sufficiently explanatory of the causes "inciting emigration" without taking into account the other conditions recited, and in reply to our comments upon the situation our informant added with apparent sincerity as to its relevancy, "Funeral expenses are cheap."

September 9, 1891.—It having been stated to us that for some time past emigration was stimulated by persons representing themselves as agents who traded upon the weakness of the Polish people, we called

upon the Rev. Father Sigmund Chelnierki, who is familiar with the subject, and from him obtained the following statement:

I have lately returned from Brazil, bringing back about 300 Catholic Poles who had been induced to emigrate to that country. They are of the poorer class whose ignorance was played upon by unscrupulous agents employed by persons holding land concessions made by the Government of Brazil. Among the inducements held out were, that the soil was productive and easily cultivated, the climate mild and the natural conditions in every respect far superior to those here. Also that the Pope had purchased a large tract of land in Brazil and was parceling it out to the Polish members of his faith, and that if they remained in Poland they would be forced to join the orthodox Greek Church. These agents visited the smaller villages, painted glowing pictures of the beauties of that country, and in many instances after leaving forwarded passage tickets to Brazil, which in the mind of the simple peasant was conclusive proof that the anxiety of the Pope for his temporal welfare was genuine. By such methods they worked up an emigration craze which caused a large outflow to that country. The Government officials have lately been active in their attempts to stop this swindling, and although not carried on openly or to any great extent, it still exists.

It is my opinion that emigration to Brazil is a failure; the climate is unsuitable, causing sickness, the soil is poor and the language of the country strange. That Government at one time made strong efforts to induce emigration, offering among other things a per capita premium, and the influx grew to large proportions. Those emigrating there were composed of two classes, one living near the borders of Germany and Austria and whose chief occupation was smuggling. The efforts of the interested governments having largely checked or permanently stopped such operations, these people were easily induced by such representations to improve what seemed to them a golden opportunity. Another class was made up from the manufacturing districts. Manufacturing, especially of cloth, is very much depressed and many mills are standing idle, unable to meet the competition of those more fortunately situated in the interior of Russia. The chief feature of this competition is due to the discriminating railroad tariff rates, which by direct or indirect manipulation on the part of the Russian governmental authorities is imposed upon Poland. It costs four times as much to send goods from Poland to Russia as it does to ship the same class of freight from Russia to Poland. The emigration from Poland to the United States is by no means so large and may be regarded as normal in volume. Emigrants are chiefly attracted there by the reports from friends and relatives who preceded them, and which are very different from those received from Brazil, all being of the most favorable kind and expressive of satisfaction with the change. These people are of the better class of our industrial force, having sufficient means to pay their own fares, and while many of them may have but little to begin life with on arrival in the United States, they are hardy and industrious.

In an interview with Mr. ———, he said:

The Russian Government gave to a number of its noblemen Polish estates, confiscated after the uprising of 1863. These estates are subject to entail, and therefore can not be sold. It is also forbidden to lease such lands to Poles or Jews. This law is evaded, however, by hiring these interdicted persons as managers, under agreement that the estate shall yield a certain sum per annum to the owner. As many of the higher officials are concerned in this practice, there is a certain protection to such methods, and the evasion of conditions imposed on the class of estates formerly the property of the Poles is feasible. Up to this time no serious encroachment upon the civil rights of the Jews has resulted, but occasional drops indicate that the shower will soon come. For instance, there are ten or twelve officials who may be termed "trade justices", authorized to take cognizance of contentions between tradesmen, and who are elected annually by the merchants composing the trade guilds. These justices are separated into divisions, the chief of each being appointed by the Imperial Government. Those who are elected must be approved by the minister of justice at St. Petersburg, and while as yet there has been issued no decree or regulation forbidding the election of Jews, three or four who were elected as usual this year failed to receive such approval and another election has been ordered. One such, elected with the others, was born a Jew, but as he has been converted and baptized into the Greek Church, his election was promptly approved by the minister of justice. Again, Jews, who up to this time were classified as "small farmers", were permitted to buy parcels of land from others of the same class, there being no difference made in this respect among Poles, Jews, and Russians, but the last publication of the senate (decision No. 76), approved by the Emperor June 11, and published July 16, 1891, in paragraph 5 states in substance that Jews are forbidden, even if they are classified as farmers, to lease, buy, or to manage, in any form or under any conditions, "small farmers" parcels, without reference to existing laws to the contrary.

Paragraph 6 of the same document directs that in the sale of such parcels evidence must be furnished that the purchaser is not a Jew.

Another illustration is found in the case of a Jew named Nieman, who in 1872 bought a parcel of land from a farmer, all formalities being observed, and the purchase legally approved as required at that time, it being then undisputed that a Jew had a legal right to purchase. Sixteen years afterward, in 1888, the Russian official in charge of farm interests began suit against Nieman, claiming that his purchase was illegal, the basis of the complaint being that although Nieman is a registered farmer it is not desirable that farming parcels shall be sold to a Jew, inasmuch as the commissioner had been notified that at a meeting of the council of the Empire regret was expressed that small parcels of land were being sold to Jews and foreigners. In the lower court, or tribunal, composed of farmers and Polish land gentry, the sale to Nieman was approved. The commissioner appealed the case to a higher court, constituted of Russian crown officials, which reversed the decision already made, disapproved the sale to Nieman, and the land was sold under process of law. Nieman appealed to the senate (the highest tribunal, bearing some resemblance to our Supreme Court), and that body, on the 13th of March, 1891, reversed the decision made below, on the sole ground, however, that "the question of the status of the Jew as a farmer was not raised within the required time, and therefore the court below erred."

Mr. ——— confirmed the statements made by others, that the Government desires and is making every effort to encourage small Polish farmers, to weaken the influence of their nobility, and that farming interests are in a bad condition, the credit of the Polish landed gentry being at a low ebb and many are becoming bankrupt owing to the uncertainty of the future. Capitalists decline to loan money on or to purchase such estates, and they can be bought now for less than half their value.

Continuing he said:

There are nearly 8,000,000 Christians in Poland and about 1,200,000 Jews, and if the project of driving out the Jews from the country is approved, as is expected, the distress will be very great and emigration will assume larger proportions than ever. The Poles are not now allowed to hold judicial positions except those of an inferior character. In all joint stock associations there must be a Russian director who, whether active or passive, receives pay although he may not have a ruble invested therein. The schools are all required to conduct their proceedings in Russian, and although hours are set apart for the study of Polish, the same as for other foreign languages, the children are forbidden to speak to each other in the Polish tongue. Polish newspapers are permitted to be printed and circulated as yet, but the censorship is more severe than in St. Petersburg or Moscow. Jews with long coats (the wearing of which is a common custom among them) are not allowed to go into the public parks.

We visited the cigar factory of Polakiewicz Brothers (Jews), the largest establishment of the kind in Poland. A number of four-story buildings are occupied by this firm, all well ventilated, light, and ample for the accommodation of the 1,100 employés, all of whom are Jews except 20. The working girls and women, however, were plainly of a different type from those we had seen in similar establishments within the Pale. The latter were more intelligent in appearance, and with some show of refinement, indicating a forced necessity for this kind of employment, which had not always been their lot. Many of them were bright and handsome, while here the faces were far from prepossessing, and without indication of having previously held a better station in life. Upon inquiry we found that most of the women came from southern Russia. The ages of these female employés do not run down into childhood years as in the Pale, additional evidence that the pressure felt within the Pale had not yet extended to Russian-Poland. The compensation of operatives here was estimated to be 25 per cent to 30 per cent higher than in Grodno, as follows:

Tobacco sorters (women), 50 to 60 kopecks (25 to 30 cents) per day.
Packing smoking tobacco is done by gangs of five who work by the

piece; the chiefs of the gang (men) earn from 28 to 30 rubles (\$14 to \$15) per month, the others (women) about 35 kopecks per day.

Hand cutters (men) receive from 8 to 10 rubles per week.

Machine cutters (women) 50 to 60 kopecks per day.

Cigar-makers working by the piece, earn from 5 to 6 rubles per week. Their helpers from $2\frac{1}{2}$ to 3 rubles. The principal output of cigars is of the cheap kind, selling at the rate of 1 kopeck or one-half cent each, put up in packages of five, ten, and upwards. The cigarette-makers are all women, and earn from $4\frac{1}{2}$ to 5 rubles per week. Each has a helper earning from 2 to $2\frac{1}{2}$ rubles per week. About 50 of the men receive from 20 to 24 rubles per month. Business was reported as dull, and competition growing more severe, although it was evident that if it becomes a case of the survival of the fittest, which seems quite probable, this establishment will be long in the race, as its management appears to be of the progressive kind, and is equipped with the best machinery, making their own gas, of which they use a large quantity, not only for illumination but in the preparation of packages, etc.

We visited a school for the education of the children of poor Jews, having a daily attendance of 204, and being the largest of several of these institutions in the city, which combined have 650 pupils. The school hours extend over the day and the usual method of teaching is employed here as in others visited. They are supported by the Jewish community out of the taxes levied on incomes already referred to.

We were informed by the cemetery authorities whom we visited that the rate of mortality among the Jewish community in this city averaged 4,200 out of a population of about 150,000, and that the death rate of the balance of the population was still higher.

We called at the Jewish Association rooms, where we found a large corps of clerks and other employés necessary to the levying of the income tax before mentioned, and the collection and disbursement of the fund, and had explained to us the system of operation. The committee levies according to income, the tax ranging from 3 to 225 rubles per annum, which for the year 1890 resulted in the collection of 61,000 rubles. Other sources of revenue swelled this amount to nearly 130,000 rubles. The estimates of expenditure must be submitted for approval of the Russian Governmental officials. These expenditures are for the salaries of rabbis, clerk hire, for support of schools, hospitals, and other charitable purposes. Upstairs in this building there is a department where complete statistical information is being prepared concerning all matters relating to the social and economic conditions of the Jews in Poland. This work is being carefully performed, but promises to be incomplete, for when the committee had secured returns from about three-quarters of the entire Jewish population the Government officials interfered and forbade its completion.

Another feature of the association work is the pawn shop conducted substantially on the same principles as that at Bjalystok. No charge, however, is made either for fee or interest, and of 2,400 loans made during the past year, some as low as 1 ruble, only 114 pledges were sold for non-payment. Asked whether the loans indicated increasing poverty, a number of instances were cited showing that former contributors, taxed for income, now sought loans on pledges. The increase in value of the pledges offered also indicated that the formerly more fortunate classes were now driven to the necessity of asking to be assisted at this institution.

We also called on Mr. Block, counsellor of state (a non-Jew), a

wealthy and highly educated gentleman, the author of a valuable statistical work, and who has collected material and will soon be prepared to publish another showing the condition and status of the Jews compared with non-Jews. He commenced this work originally, in the belief that these statistics would present the Jews in an unfavorable light, and might, to a certain extent, justify some of the measures prescribed and enforced by the authorities. His investigations caused a complete change of opinion, and he is now filled with hope that when his data has been prepared and presented to the emperor, the restrictive measures expected by the Jews of Poland will not be decreed. His theory is that the figures prove so conclusively the dependence of the business interests of the Empire upon Jewish enterprise that the restrictions in inner Russia and the Pale will result disastrously to Russians unless common sense shall finally prevail. He has also a strong faith in the kind-heartedness of the Emperor, and because of his belief that he gives careful scrutiny to every paper, petition or document that reaches him he expects that his work, finding its way into the Emperor's hands, will bring about a better understanding and consequent improvement of the conditions which prevail. He also expressed his firm conviction (as others had done) "that the report of your commission will throw a flood of light upon the real conditions which exist, and made to a Government, unbiassed by local interests and free from anti-Semitic prejudices, it can not fail to exert a powerful influence in the direction of better regulations for the harrassed and persecuted Jew."

Continuing, he said:

While the officials in the administration of restrictive measures against the Jews vary in the manner and degree of pressure exerted, this difference is due rather to the several interpretations of the wishes of the higher authorities, or the Emperor, and therefore just as soon as it is authoritatively intimated that the ruling power desires to have the pressure relaxed there will be immediate and effective relief.

He admitted that others, who feared the blow would fall in Poland as in the Pale, had reason for such fears, as the report submitted for opinions but not yet formally offered by the minority of the commission recently appointed by the Russian Government, received the approval of the Governor-General (Gourko) of Poland, accompanied by his statement that he would advise the striking out of that clause which permitted those who are given the right to remain on the land and in the villages where they now reside to shelter and provide for their aged and infirm parents, or immediate relatives who are physically or mentally incapacitated to care for themselves, on the ground that such leniency would be abused, and pretended parents or incapables would be fraudulently provided with right of residence within the privileged lines.

The work of Mr. Block will present comparative statistics upon education, occupation, criminality, military service, the trade currents, etc. He also analyzes the official statistics obtained by the authorities, pointing out those that are correct, and demonstrating the errors of the others. In the matter of criminality, the official statistics present the Jew in an unfavorable light as compared with the Christian, which he thus accounts for: For minor offenses committed by Jews, they are cited to appear before tribunals having juries, and as their convictions are recorded they are reported in the statistics. In the case of Russians, the accused is tried before a lesser court, a sort of justice of the peace, where the punishment is of a milder type, and being unrecorded, finds no place in the figures.

Mr. Block stated also that one great reason why Jews were so frequently registered as tradesmen instead of agriculturists was due to the fact that when they reach a new place, America for instance, they are unable to get land and stock farms with the few rubles they have at command, therefore there are many who although really agriculturists, but without the means to engage in that calling, peddle and trade and call themselves merchants and tradesmen, both terms being misnomers.

Our observations in Russia terminated at Warsaw, as from this point we proceeded southerly out of the country. To complete the record, we present in the Appendix documents and statistical information, in addition to those referred to in the foregoing report, all of which are believed to bear directly or indirectly upon the causes which incite emigration. These additional papers consist of abstracts from Russian laws concerning Jews, certificates of artisanship, receipt for hospital tax, certificate required to obtain permission to go abroad, passports of persons having the legal right to live anywhere in Russia, indorsed with peremptory orders to leave within twenty-four hours, and various other passports with expulsion orders, population statistics of the cities, towns, and townlets of the Pale; extracts from a publication approved by the censor, describing the Jewish agricultural colonies at Ekaterinoslav; all illustrative of the conditions prevailing and furnishing abundant reasons for emigrating.

The numerous cases cited present salient features, representing typical specimens of the various grades of persecutions, which undoubtedly aggravate the existing famine horrors, and are based upon personal interviews and investigations. Nearly all are corroborated, the more important ones by undeniable proof, some of it documentary in character. In presenting them, we aimed to reproduce, as far as possible, the simple language in which they were described; to avoid embellishment of facts, as they speak eloquently for themselves, and in their description to repress the feelings which often gained the mastery, as we stood face to face with the actual scenes of the misery and want surrounding these hunted human beings, and which we can never drive from memory. The chapter is by no means complete; what there is of it is regarded by us as authentic, and believed to be a convincing history of the terrible conditions which heretofore have been but partially described and largely disbelieved because of their incredible character.

We close the Russian chapter with the following brief statement:

In view of the fact that the restrictive measures leveled against the Jews in Russia affect the conditions of from five to seven millions of people, that these persons are in consequence forced to emigrate, and that owing to various reasons, the chief of which being superior advantages, personal and religious liberty, their trend is towards our shores, we gave more time to the investigation of, and more space to, Jewish immigration than to any other, as in every country visited, except Russia, the movement is due almost entirely to normal causes.* In Russia, however, emmigration is incited by causes within the control of the authorities. There is a propulsive force behind it which can be stopped by an imperial edict, or by an intimation to cease the persecutions, just as was done after the May laws of 1882 started the exodus which swelled the figures of emmigration to our country and prom-

* Since we left Russia evidences of pressure against Catholics, Lutherans, and Baptists (Germans) have developed.

ised to grow into huge proportions, but which was stopped by the protests that came from all directions.*

While the principle of non-intervention in the regulation and management of the domestic affairs of foreign countries is recognized and generally observed by all nations, especially by the United States, it can not in respect of the Russian Government be regarded as a friendly act to strip these persons of their substance and force them to our land impoverished in means and crushed in spirit. Neither should it be regarded as a violation of this principle to protest against a continuance of such measures in view of their effect upon our affairs, even if the question of humanity be eliminated from consideration. To push these people upon us in a condition which makes our duty of self-protection war against the spirit of our institutions and the ordinary instincts of humanity calls for a protest so emphatic that it will be both heard and heeded.

AUSTRO-HUNGARY.

GALICIA.

September 11, 1891.—Early in the morning we reached Cracow, crossing the border at Granicia and leaving Russian territory at 5 a. m. On offering our passports, which we had become so accustomed to, we were promptly informed that such a procedure was not necessary in Austria, although the soldier's uniform was still ever present. Cracow is a city of about 70,000 inhabitants, in the northern part of the Province of Galicia, which belongs to the Austro-Hungarian Empire, and is known as Austria-Poland. From this province came the Slovaks, and as one travels south he passes through that portion of the country which sends to us what are commonly termed in the United States, Hungarians. Very few Jews emigrate from here to the United States, as they enjoy the same legal rights as the non-Jews. Foreigners are not permitted to become a public burden, but are returned to the country to which they owe allegiance, or put across the border. Hence the Jews who have been crowded out of Russia are forwarded to Hamburg and Bremen for foreign lands. We find here a committee of prominent Jews who, in conjunction with the "Alliance Générale Israélite," assist their people on their travels to other lands. Their work since the exodus has been very heavy, having forwarded about 2,000 within the past two months. Just at present their labor has come to a standstill, as they were notified about a week ago by the committee at Berlin to suspend operations.

The committee does not understand the reason, but thinks it is due to lack of funds, the bulk of which came from their Berlin and Paris collaborators. Many of those who have been passed through had means sufficient to carry them to their destination; some had but partial means, and some were penniless. All corroborate the conditions as we saw them in inner Russia and the Pale, and explain their impoverished state as due to the short notice to leave the places where they were residing. Those within the "Pale," and those from without, banished to the Pale, left because longer stay only meant eating up the little which would carry them across the Russian border. In forwarding them the committee always consulted the desire of the individuals, as

* Number of alien steerage passengers from Russia landed at the port of New York

1880.....	7,693	1882.....	15,906
1881.....	10,518	1883.....	7,577

many of them have relatives or friends who have gone before, and in such cases they send them in the same direction. Those who have means receive only advice and the protection of the society en route against swindlers, who would otherwise take advantage of their helplessness. Mr. T. Przeworski stated that in several instances he had dissuaded people from emigrating to America on the ground that it was not so easy a matter to obtain a living there as they imagined. He also stated there are no legal restrictions which hamper the Jews here, but there is a social distinction which prevents them from reaching some of the higher military or civic positions, although there are some Jews who are members of the Reichstag, their highest legislative body. There are a number of Jewish farmers in Galicia who conduct agricultural pursuits on an extensive scale, and a considerable number who are engaged in farm labor.

We visited the Jewish quarter and found it to be very much better in appearance than any we saw in Russia. Although it was said there were many poor Jews in Cracow, yet in every respect their condition is far superior to that of their brethren in Russia. We visited the artisans' school for Jewish boys and found it to be the best equipped and arranged of any we had seen. This is undoubtedly due to the fact that the funds are furnished from the outside, by the Alliance, and now supported by Baron de Hirsch, except that the building, which is commodious and admirably adapted to the purpose, was donated by a wealthy Jew of Cracow. In the Pale the schools are supported by the Jews who are themselves under the pressure especially leveled at their race, and in judging the results obtained under such adverse circumstances and instituting comparisons with the schools just described, that pressure should fairly be taken into consideration. About 35 boys now attend who are instructed, boarded, lodged, and clothed at this institution. These are orphans and the children of poor people who, unless thus provided for, would develop into dregs of society. They looked clean, hearty, and healthy, and, clad in a neat uniform, compare favorably with pupils of the best of educational institutions. The product of their workmanship is of a superior quality, and their drawings and designs especially excellent. The same thirst for knowledge is apparent here as elsewhere among the Jews, and this predominant characteristic is so creditable, so beneficent in its results, that it is due to these people that it should be recorded. A partial list of wages paid in this country and prices of the chief articles of food will be found in vol. II.

On the 12th of September, 1891, we left Cracow early in the morning for Buda-Pesth, Hungary, stopping on the way at Oderberg, a railroad junction, where most of the emigrants from Galicia and Hungary pass. We met here a Mr. Lustig, an intelligent gentleman, who speaks English fluently and is the proprietor of the railway restaurant at that place. He informed us that emigrants are required to leave the train for examination at this point and that they must exhibit passports or permits to leave the country, and show that they possess money amounting to 200 florins* for each adult and 100 for each child. He stated that these regulations were made because of reports from the Austro-Hungarian consul at New York; that sometimes poor immigrants were returned because they had not sufficient means to establish themselves, and occasionally applied to him for relief. At first this requirement for money exhibition was assisted by steamship subagents who tem-

* A florin is equal to about 41 cents of United States money.

porarily loaned the money for the purpose of passing the immigrant, but this was stopped about a year ago. Recently there had not been so great a volume of emigration at this point. He thought this was due largely to the fact that this exhibition of money was demanded.

HUNGARY.

We arrived at Buda-Pesth late Saturday night, September 12. Buda-Pesth is a city of about 480,000 inhabitants, and it is estimated that over 100,000 are Jews. The people of Hungary present a great contrast to those of Russia, and they and their country were to us a revelation. It soon became evident to us that the Hungarians who emigrate to the United States are generally Slovaks, or the people from the northern part of Hungary, living near the border, between Hungary and Galicia, and who are engaged principally in mining and the coarser kinds of farming. A few of the Hungarians proper, or Magyars, well educated professional or business men, or skilled workmen, emigrate to the United States, and are moved to do so because of the higher wages and greater opportunities for advancement which prevail here. Hungary itself is a fertile and naturally attractive country. Its fields are admirably cultivated and the yields are large. Sugar-beet raising is one of their chief industries, the sugar being exported in large quantities besides supplying her own population. The people have every appearance of being peaceable, orderly, contented, and happy, and no European state visited by the commissioners presented a population so similar in such respects to the Americans.

While there are some poor people there, Buda-Pesth exhibits less abject poverty than any other European city we have seen or any American city approximating it in size. The flouring business is among its chief industries, and a number of very extensive milling establishments are to be seen; also a grain elevator of brick, on the banks of the Danube, which for size and elegance of construction is not surpassed by any in the United States. Shipbuilding is extensively carried on here a short distance up the river, and furnishes occupation for a large number of employés. The streets are handsomely paved and well cleaned, and regularly sprinkled, even in the very poorest quarters of the city. We visited the Jewish quarter and found the same neatness and order prevailing there; even the old scrap iron was piled up in a tasty, orderly manner. In the places where the poor Jews transact their business the trade is carried on in booths, but there is a marked superiority over similar establishments in Russia, the stock being much better and more valuable. Numerous new buildings are being erected, and there is every indication of a steady and substantial growth. We also visited the poorest quarter of the city and found there what are called "houses of necessity," buildings temporarily erected by the authorities for those who are too poor to pay rent, and for the poorest of the laboring classes. Even here the surroundings were neat and clean. Many of the houses had little flower beds in front, and flowers were seen at nearly every window. The neat, white curtains on every hand presented evidence of taste.

We visited this quarter at the time that the children were returning from school. While many of them were poorly dressed, their garments were clean and not ragged. The little ones were healthy in appearance, ruddy, and their bright faces were in striking contrast to the pinched, haggard appearance presented by children of a similar grade in Russia. Upon inquiry, we learned that the children are required to

attend the public schools at least four hours daily. Hungarian and German are prescribed as necessary, while English is among the optional studies. We saw hundreds of these little ones trudging home with their books and slates under their arms, and it was suggested by one of our party that they revealed the secret of the noticeable intelligence so universal in that country. The people enjoy religious and political liberty in a high degree and their patriotic regard for their native land was everywhere made manifest. We found no surface indications whatever of reasons for emigrating, and inquiry elicited the fact already stated, that only a small proportion of this class of Hungarians emigrate to America and these are generally skilled laborers. The bulk of those classified as Hungarians in our immigration statistics are Slovaks, of whom some return bringing with them money earned abroad, with which they purchase small places of their own, and every such instance stimulates others to follow their example.

These Slovaks live in the Carpathian Mountain regions where, as miners, they earn from 40 to 65 cents per day. The emigration movement among those people was started, so we were informed, some years ago by agents from the United States who visited that region for the purpose of engaging mine laborers. The start thus made served as an advertisement of the conditions which prevailed in the United States. Many such instances were cited and one will illustrate this feature: Some years ago a man called at the American consulate to make inquiries with a view to emigrating to America. He was advised by the vice-consul, Mr. Gerster, not to go unless he was prepared for hard work and self-denial. Last spring a man came to the consulate and presented his naturalization papers, given by a New York court, for record at the consulate. After some conversation this man stated that he was the same person who asked several years ago about emigrating to America, and detailed the substance of the above conversation. The man was well dressed, wore a "diamond ring and other jewelry" and said that he had money enough to purchase a small place near his old home, where he intended to settle. Mr. Gerster remarked:

When that individual reaches his old home, purchases his little property, tells his story to his friends, corroborated as it is by his appearance and his purchase, you can not prevent those people from following his example unless you restrain them by force.

We were informed that the stimulation of emigration by agents has almost entirely ceased, although it is believed that what there is of it is conducted on a small scale and in a clandestine manner, as the Government is sternly opposed to emigration from the country and places obstacles in the way of intending emigrants. Notwithstanding these obstacles, however, many elude the officials and steal across the border. The object of the Government in obstructing emigration is to hold the young men for service in the army. Many of them become naturalized citizens of the United States, some of whom return to their old homes and register at the consulate as American citizens. The consul said that he has had considerable correspondence relative to this particular class who were now residents of Hungary. He said the inciting causes of emigration from Hungary are the reports of those who have pioneered the way and are doing well in our country, and of those who return and give glowing accounts of the conditions which prevail here. There are, however, signs of increasing need for economy in Hungary, which also acts as an inciting cause for emigration, and this is undoubtedly due to the excessive taxation required to support the large standing army.

He instanced the fact that a tax of 33½ per cent is levied upon the net income and 50 per cent on the rental value of property, and but for burdensome taxes he claimed that Hungary would be one of the most prosperous countries in Europe. Our observation led us to the conclusion that this opinion is well founded. At one place we saw a squad of women, shovel in hand, ballasting the railroad track; others were seen carrying mortar in a sort of handbarrow; others were unloading cars. A gentleman of the legal profession, with whom we were in conversation, in commenting upon this apparent contradiction of abundant prosperity with the necessity for female labor, said:

While it is true that nature has been lavish in her gifts to Hungary, yet the population is dense (about 17,000,000 to 124,560 square miles) and the incubus under which our people rest is the great burden of taxation, made necessary by the continuous state of preparation for war and our enormous standing army. The repeated changes of armaments and the drain which so vast an army of nonproducers creates bear heavily upon us. We in Hungary have a country to defend which is worth preserving. The conditions are superior as compared with Russia, for Russia's border territory and indeed until you reach deeply into the interior, or in south Russia, is a barren country, and an invading army would be compelled to carry its own subsistence, while in Hungary every part of the country would supply an invading army.

Our taxes on rent incomes reach nearly 60 per cent, and the method employed by the Government to ascertain the proper amount is novel. A rent roll is furnished in which the landlord states the amount of rent charged the tenant or tenants, who are required to certify on the same roll that the rental is correct. The amounts involved are sometimes so great that attempts are made on the part of the landlord, with the connivance of the tenant, to lessen the tax. The returns of the rent rolls are not infrequently disregarded by the Government officials and the amount of tax certified to is increased, being fixed by the official in such sum as he thinks it ought to be. If it were not for these enormous drains which are continually made upon us, Hungary would be one of the wealthiest, if not the wealthiest, nation in Europe. The United States is to be envied in her freedom from such burdens. If it were not for the sea which separates us, I think we should all be over there. It is apparent that those people who are not pressed down by the burdens of sharp poverty do not emigrate. Those whose labor is insufficient to supply the ordinary wants of existence of self or family are the ones who seek a home in the new country, where they are exempt from the burdens which oppress them here and which eat up the small earnings of a poor people. From southern Hungary, the finest agricultural portion of the country, there is little or no emigration, and if peace could only be assured, and the enormous standing army disbanded, and taxation lowered, there would be no necessity for anyone to emigrate from here to your country.

In order to expedite our movements and reach Bremen in time for the steamship conference called for October 1st, it was deemed advisable to send Major Semsey, the Secretary of the Commission, into the country of the Slovaks, he being familiar with their language and thoroughly understanding the customs and methods of these people. We then proceeded to Vienna, arriving there the afternoon of Sept. 18.

Major Semsey's report is given herewith:

Col. JOHN B. WEBER,

Chairman United States Commission, etc.:

SIR: Having been detailed by your order, at Buda-Pesth, dated September 18, 1891, to visit the interior and especially the northern part of Hungary, I have the honor to report the following:

I remained at Buda-Pesth for two days and ascertained that very few people emigrate to the United States from that portion of the country, as the Austrian Government refuses passports to many who apply for them. Young men from 18 to 30 years of age liable to military duty are not permitted under any circumstances to leave the country. I found that very few mechanics were out of employment in Buda-Pesth at present. To my surprise, however, I saw women working as hod-carriers and performing work which is usually only performed by men in America. (Here follows a table of wages and food prices which will be found in vol. II.)

I left Buda-Pesth September 21, for Eperjes,* a city in the northern part of

* See list of wages and food prices in vol. II.

Hungary, about 15 miles from Galicia, Austrian Poland, having from 10,000 to 12,000 inhabitants. The language used in that city and vicinity is Slovak, a kind of Slavonic dialect. I found but few factories in the place and little business, the principal pursuit being agriculture. The population of that city and of the adjoining villages is decreasing from year to year, as the emigration to America from there has been very large for the past five years, amounting to 40,000 or more, mostly men, the women remaining at home. Most of the women here perform hard labor in the fields as well as in the cities. The school system in that city is well regulated. They have public schools in every ward and education is compulsory. The younger generation of the working class of people can read and write; of those over 40 years of age I found but few who could write, but some were able to read. Most of the Slovaks from here going to the United States are bound for the mining districts of Pennsylvania. They remain there for several years, visit their native place from time to time, bringing considerable amounts of money with them to their families, remain at home for a few months, then return again to America without their families. I met Mr. Felix Donschachner, cashier of a bank in Eperjes, an intelligent and educated man who is well informed about the general affairs of that country, and who, on inquiry about the amount of money sent from America to this place by Slovaks to their families, replied that most of the money sent home by them passes through his hands and amounts, approximately, to several hundred thousand dollars annually. According to his opinion there are but few Slovak families who desire to settle permanently in the United States, the majority returning to their country after four or five years, with sums ranging from 1,000 to 3,000 florins each. Some buy land, others pay their debts contracted by them before leaving for America, and then remain at home.

Mr. Samuel Szabo, a gentleman and owner of a large estate, as well as many others with whom I came in contact, assured me that it is impossible for them to find laborers, especially during the harvest season, even at $2\frac{1}{2}$ to 3 florins per day because the male population is all going to America.

September 24. Visited Girald, 8 miles from the city of Eperjes, a village of about 700 inhabitants, all Slavonic people, whose occupation is mostly agricultural, upon a soil not very productive. I found but few mechanics in that village, such as carpenters, blacksmiths, shoemakers, and tailors. There is only one school in the place, which I visited, and found about 20 children present. They were clean and neatly dressed, but the school was not in good condition. Most of the old people here can neither read nor write. I met an old man named Janos Husnyak, who has been twice to America, but not being satisfied with his success, returned home again a year ago. As he told me that no one can get permission or passport to America, asked him how is it possible that so many people manage to cross the boundaries without being captured by the police. He replied that he himself, with many others once bribed the police and were permitted to leave the country. Those that are successful in crossing the frontier, arriving at the station of Oderburg, are required to produce 200 florins to the authorities there, otherwise they will not be permitted to continue their journey. Those not having the necessary cash, negotiate a loan on their property before leaving, and after reaching America return the 200 florins.

Left Girald that day at 4 o'clock p. m. for Eperjes.

September 25 left for the city of Bartfa, only a few miles from the Galician frontier. This city is well regulated, has public schools and a population of about 6,000 inhabitants, many of them Jews. The language spoken here is Slavonic, and some Hungarian. As far as I could ascertain, the emigration from here to the United States has been very brisk for the past two years, but decreased considerably since the Austrian Government refuses to issue passports. In spite of the police vigilance the majority have succeeded in crossing the frontier unmolested, but many were captured and punished.

Mr. Louis Horvath, a respectable business man and an old resident of Bartfa, told me to visit the villages of Tulcik and Kapivar, where I might find some interesting facts. I found in the village of Tulcik a Slavonic population of 1,200. I met there Tomko Gersak and Andreas Kozarik, two residents of that place, from whom I learned that nearly half of the male population of the two villages are in America. I visited many houses, accompanied by Gersak and Kozarik, and convinced myself that their husbands, brothers, and other male relatives, are in the United States, and found everywhere only old men, women, and children at home. They told me that they are receiving money regularly from their relatives, and expect them to return home again as soon as they have made enough money.

September 27, left Eperjes for Abrany, a village of 1,600 inhabitants, all Hungarian, in the southwestern part of Hungary, and one of the cleanest and best regulated villages I have visited, and where only the Hungarian language is spoken. They have a good soil, with wine, wheat, rye, and corn as the principal products of the vicinity. There are three schools in the village, having competent and intelligent

gent teachers. There is no emigration from here and the people are prosperous and contented.

September 28, 29, and 30 visited Nyarad, Felso, Abrany, and other places in this section, and after a thorough investigation I found a productive land everywhere, tilled by a hard-working but contented people. The women here do not work in the fields as I have seen in the Slovak countries.

October 1, returned to Buda-Pesth, after visiting several places in that vicinity and inquiring into matters concerning emigration, I left Hungary for Bremen, October 4, 1891, reporting to you in person next day.

Respectfully submitted.

CHARLES SEMSEY.
Secretary.

AUSTRIA.

VIENNA.

We visited the legation at Vienna on the next day, September 19, and also called on Consul-General Goldschmidt, who has given considerable attention to the subject of emigration. His recent report, made in March, 1891, was partially examined and we found that so far as Transleithania is concerned, it corroborated our observations. Transleithania comprises Hungary proper and its dependencies. Cisleithania embraces Austria proper, Bohemia, Dalmatia, and Galicia. Taxes in Cisleithania, it was stated, are about 30 per cent of the net income and 52 per cent of the rental value of improved real estate. Mr. Goldschmidt's reply to our circular letter is valuable and interesting and will be found in its proper place under the head of consular inspection, etc. He confirmed the opinions reached as the result of our investigations that emigration from Austria is normal in its character; that the inciting cause is a desire to improve conditions and that the authorities do not encourage it but, on the other hand, discourage it, especially with reference to that element fit for military service.

Not having heard from the other commissioners as we expected at Vienna, and whom we supposed were in Italy on their way north to Bremen, we telegraphed to Consul Starkloff, Bremen, to Consul Bourn at Rome, and to Brown, Shipley & Co., London, asking if they knew their whereabouts. None of them could give the desired information except Consul Starkloff who replied "Schulteis here; don't know whereabouts of others." We then telegraphed to Commissioner Schulteis asking about the others and whether they knew of the Bremen meeting October 1, we having received no answer to three letters sent at various times with a view of opening up communication with them. We received no reply from Commissioner Schulteis, but Consul Starkloff answered that the other commissioners (meaning Commissioners Cross, Powderly, and Schulteis) met in Paris September 10, and found themselves unable to complete the work before October 20, and desired us to meet them in Milan, Italy, September 25, to which we replied "Will write commissioners at Milan." We wrote to them on September 21 to the effect that the conference between the steamship agents and the commission had been fixed for October 1, and as the notice of invitation had been sent to the various companies, it was not practicable now to change the date or to rearrange the programme so as to visit Milan and reach Bremen on October 1. We also stated that we would attend the Bremen conference, and suggested that as Italy was the most important country on their list, not to leave it unfinished in any event, and to make there a thorough investigation.

BAVARIA.

MUNICH.

We left Vienna September 22, reaching Munich on the evening of that day. The country between these two places is mountainous, but the valleys appear productive and are well cultivated. Munich is a city of about 380,000 and, apparently, in a fairly prosperous condition. It was stated, however, that the button industry has suffered severely from the effects of our tariff legislation. Next day we called on Consul Catlin, who furnished us with some labor and food statistics which will be found in vol. II. Emigration from this section is small in numbers and normal in character.

NUREMBURG.

We left Munich September 24, reaching Nuremburg late at night. The next day we called on Consul Black, who has been at this consulate about six years, and who told us he had not received our circular letter, but would write to Consul-General New for a copy and send a reply as soon as possible, * * * also a list of labor and food prices.* He said that a certificate of character could be obtained from the local authorities in the cases of intending emigrants and believed that the authorities would be glad to have us require certificates, as that would enable them the better to control their young men liable to military duty, whom they are very anxious to retain. He thought that if a tax of about \$50 per head was placed on each emigrant as he arrived in the United States we could keep out paupers. He did not think that steamship agents drummed up business now, as the Government authorities are sternly opposed to anything which conduces to emigration.

PRUSSIA.

BERLIN.

We left Nuremburg on the morning of the 27th for Berlin and arrived there on the evening of that day. On the 28th we called on Mr. Frederick Mattfeldt, the agent at that place of the North German Lloyd Steamship Company, and the substance of whose statement is as follows: In his opinion emigration is at present largely stimulated by the belief that the gateway will be closed by further restrictive measures on the part of the United States, aided by the prospect of war, which everywhere we found to be a general topic of discussion. Also that the splendid harvests reported as having been secured in the United States and the scanty crops in Europe furnish further reasons for emigration.

Railroad wars in the United States, with the consequent cutting of rates, also affected the current, increasing its volume. The present laws regulating emigration from Germany are provincial and differ according to locality, but stringent measures, uniform throughout the Empire, are expected to be inaugurated by the German Government this winter, the object being to restrict the outflow of those liable to military service.

The laws of Prussia of 1853 have from time to time been changed,

* Not received.

ways with a tendency toward greater restriction. Some of the more important regulations relating to this subject will be found in vol. II. It is now forbidden to forward to intending emigrants any advertising circulars or letters giving even simple information as to sailing dates and prices, unless a direct application has been previously made by the intending emigrant. (See circulars and notice sent to intending emigrants by North German Lloyd Steamship Company, p. 141 *et seq.*) The sale of every ticket must be promptly reported in writing to the local authorities within 24 hours. He also had instructions that in the event that time became an essential element such notices must be telegraphed.

In 1885, in consequence of the severe competition among steamship lines, the passage rate to the United States was reduced to 45 marks (about \$11), to which the German Government objected because it had a tendency to abnormally increase the volume of emigration. The Hamburg Packet Company was therefore notified that their steerage-passages rates must not fall below 90 marks.

BREMEN.

On the 30th day of September we left Berlin, arriving at Bremen in the afternoon and on the next day at 10 o'clock we met at the Museum Hall in conference with the representatives of the continental steamship companies. The companies represented were the North German Lloyd, by Director Lohmann and Mr. H. Peters; the Rotterdam Line, by Mr. Otto Reuchlin and Mr. John Wilmink; the Hamburg-American Line, by Director Meyer and Mr. A. Storer; the Red Star Line, by Mr. E. Strasser; the Compagnie Générale Transatlantique, by Mr. E. Venezin, while commissioners Weber and Kempster represented the commission. There were also present United States Consul Starkloff and Prince de Cassano, who is interested in the care and comfort of the emigrant and who was present by invitation of the commissioners. The Italian lines and the Thingvalla line were not represented. The meeting, in its discussions and considerations was a repetition of that already described as having been held with the British agents at Liverpool, and while there was a free expression on the part of the steamship agents they desired that their views upon the important point of inspection, whether consular or subagents, be submitted in writing. This has been done, and they will be found on p. 146 *et seq.* As at Liverpool, the phrase in our immigration law "likely to become a public charge" was referred to by Mr. Peters, who claimed that it was somewhat indefinite and desired to have a more specific explanation of its meaning. This was furnished to the conference and every feature of the law was thoroughly analyzed and made as clear as the constructions already made by the courts and the Department admitted.

In closing the meeting Director Lehmann expressed, for himself and his colleagues, gratification and thanks for the opportunity given the agents to reach a clearer understanding of our laws affecting emigration. He expressed the belief that the results of the conference would prove beneficial, and that there would be less misunderstanding and less difficulty in complying with the law than has hitherto been the case.

We visited several boarding houses at Bremen, accompanied on our tour by Prince de Cassano, who had labored under the impression that the inciting cause of emigration from Europe was the competition among steamship and other transportation companies. At the various boarding houses visited we questioned the emigrants whose destination

was the United States as to the reasons which impelled them to emigrate. Some 40 or 50 were questioned during our tour, and in every single instance, with one exception, the inciting cause came from the United States in the shape of fathers, sons, sisters, brothers, or other relatives. The exception was a young man who was going to St. Louis because a friend of his from the same village, who had returned home, told him that he would be apt to succeed there better than anywhere else, as that city had so many German residents. This man, although Hungarian, spoke German perfectly. In every instance asked for, letters from such relatives were produced corroborating their statement. This inspection prompted the remark from the Prince de Cassano that this experience had revealed to him some practical but surprising thing as he had no idea that the number of prepaid tickets reached such proportions, and that in these cases it was evident that the inciting cause of emigration was not the rivalry, competition, and efforts of the steamship companies.

The boarding houses at Bremen rank above those visited elsewhere in point of cleanliness, convenience, and comfort of the emigrant, while their prices are quite moderate for the accommodations furnished. The prices are supervised by the authorities, frequent inspections are made by the officials, and violations of the regulations relating to the sanitary and price conditions are speedily and severely punished. The best of these houses are the "Hoffman's Gasthof," "Hotel Rheinsch Hof," "Hotel zum Emigrant," and "Union Hotel," at all of which places the uniform price is 2½ marks (55 or 60 cents) per day. A cheap boarding house which we visited is the "Stadt Minden," where the price ranges from 1½ to 2½ marks per day. There seemed to be nothing lacking for the care and comfort of the emigrant at the Bremen boarding houses. At one of them we found two families (German) each having a female member physically disqualified to take care of herself. We met there the surgeon of the North German Lloyd Company, who called our attention to the fact that he had reported against the embarkation of these families because of the disability referred to. The other members of the families were healthy and evidently industrious people with means to establish themselves, and relatives to whom they were going in Kansas. We subsequently learned that the company had explained to their New York agents that these people would not be forwarded by them until the relatives furnished bonds satisfactory to the immigration authorities at New York, conditioned that the subjects would not become a public charge.

In the evening another case was called to our attention, that of a pregnant woman who desired to go to the United States to find her husband, who had abandoned her, and she was therefore without an address. The subagent who sold her the passage ticket brought her to the hotel and showed us the ticket marked "refused" at the head office of the company. He was told by us that the woman would not be permitted to land at New York until she was able to demonstrate that her husband could and would provide for her, and she was therefore returned to her home. These cases are cited to illustrate that the steamship companies can, by the aid of their subagents, exercise care and discrimination in the sale of tickets and materially assist in the enforcement of our laws, and that in these three instances the North German Lloyd Company did exercise such care.

On October 3d we went to Hamburg, where, in company with Consul Johnson, we visited several of the emigrant boarding houses. They are not equal to those of Bremen with respect of comfort or cost.

accommodations, the price ranging from 2 to 3½ marks per day. We visited the "Gasthof zum Weissen Adler," "Gasthof Meyer & Co.," "Emigrant Haus Louis Fries & Co.," and "Heidler's Hotel," the last first class house of the kind and the best of the lot. At all of these places we made the same inquiries as to the "inciting cause" for migration, receiving as at Bremen the same replies and the same corroborative evidence that they were sent for by their relatives or influenced by them to come, and the only exception here was that of a young woman without a relative in America, but who has a female friend living in the United States who sent her a prepaid ticket.

INCITING CAUSES OF EMIGRATION OF GERMANS FROM RUSSIA.

At one of the boarding houses in Hamburg we met a number of German-Russians—that is, persons born in Russia of German extraction, or on-Jews. They were destined for Kansas, having relatives and friends there. At another place we found a large number of the same kind going to the Argentine Republic. All of these parties stated that one of the reasons for their emigration was the failure of the crops, which threw upon the communities the support of the poorer ones, and this made their taxes extremely burdensome. They cited as an additional reason the pressure brought to bear upon them by the authorities. German is now forbidden to be taught in their schools; their churches must be built according to plans approved by the Russian officials, and, while there had been as yet no edict issued by the Emperor further restricting their privileges, it was the common talk and belief among their people that such edict or edicts would be issued, and that the best way out of their troubles was to either join the Greek Church or emigrate. They stated to us that all will go who can, as they fear that the same measures will be inaugurated against them as had been directed against the Jews. The increased movement of this class of immigrants is already apparent at the port of New York, and from information derived from various sources the coming spring will probably show a large volume of such immigration. One of them stated that within the past few months the person whom they had elected as their village president was compelled to conform to certain religious demands of the Greek Church before he was permitted to enter upon his duties, which had not been required up to that time; and that the pressure to "Russify" all foreigners and to baptize them in the Greek faith is the dominating idea of the Russian and church officials. All of these people were farmers and intended to till the soil in their new homes. They were intelligent in appearance and evidently industrious.

At another place one of the emigrants said he was a bricklayer, and was going to New York, where his brother was at work at the same trade. His brother earned about as much in one day as he was able to turn at home in a week, and this was the inciting cause of his emigration. Another man, who came from Germany, gave as his reason for migrating that he was no longer able to secure work to support himself and family at home; that he had been earning only 1 mark per day in summer and one-half mark in winter, with some potatoes and milk in addition, but these extras were received only when he had work, which has now become very scarce.

At another place we found a young woman who attracted attention by her neat appearance and an English word which she mixed in with her reply to the usual questions put to her in German. We learned that she had been in America and returned to Germany to bring back her

mother, who was with her, as also two other young girls, all of the neat and tidy in appearance. She had performed housework in the United States.

At another place we met some Italians who were going to San Francisco, Cal., among them one who spoke some English and who had been in America before, returning for his family. Several of this party had their wives with them, and it was evident they intended to stay in the United States.

At one of the boarding houses we found a number of Slovacs who were waiting for money from home. It was stated that these people in order to get across the border left their homes with but little money and for the purpose, they said, of deceiving the officials. If they can get to the border without means it would be corroboration of their story that they did not intend to emigrate, but simply desired to cross to go to a neighboring village or city. When they reach Hamburg they telegraph back for money. It was stated by the boarding-house keeper that funds have always been received in such instances, and that he keeps them at his hotel without hesitation until their money comes, which in no instance has failed.

At one of these houses we found a notice printed in German, Polish and Hebrew, signed by the British Consul, advising emigrants that it is not to their interest to go to Great Britain. The following is the notice referred to:

The undersigned, royal consul-general of Great Britain at Hamburg, is authorized to earnestly warn all foreigners, arriving in the Hanseatic Cities (Lubeck, Bremen, and Hamburg) for the purpose of taking passage to Great Britain with view of finding employment, that in all probability they will be deceived in their expectations to get means for a livelihood there.

CHAS. S. DUNDAS,
H. B. M. Consul-General.

HAMBURG, June 20, 1891.

We then called at the Hamburg Steamship Company's office and received a copy of the circular sent out to their agents requiring them to conform to our immigration laws and holding agents responsible for the expenses of returned emigrants who, on appearance at least, should have been refused. It was stated that a new circular will be issued still more strict in its directions and which, we were informed, would be based upon the better understanding of our laws gained at the conference between the Commissioners and the steamship agents at Bremen on October 1. A copy of this circular since received will be found on page 148. We also saw memoranda entered in their books showing twenty-four cases which had been referred to the head office by the subagents for decision and refused.

On Sunday, October 4, we had a lengthy interview with Mr. Hirschson, who is the president of the local committee having charge of the Jewish exiles at Hamburg, and who explained to us the method employed. He said the committee was working only in behalf of the Jewish people who were expelled from their former homes in Russia; that their books showed that within the past five months they had extended aid to about 7,000 people. This aid consisted in furnishing tickets and parts of tickets to those who were short of means to pay their own expenses, and to those who had tickets but little means for subsistence, and that they have nothing to do with, and do not see those who have prepaid tickets sent by relatives or friends or who have means to take them to their destination. The great majority of the exiles are able to and do provide for themselves. He also informed us that

he plans for sending them to the Argentine Republic are now complete, and that the first detachment under the new arrangement, consisting of about 150 persons, would leave for that place on the next Tuesday. The movement has fallen off considerably, and he said that applications for the Argentine Republic are less than they can now accommodate, as at present they are prepared to receive and forward about 300 per week. He also stated that the committee at the border formed a short time ago were sending back those not fitted to make their way in foreign countries, and that since their formation about 600 from Königsberg and 500 from Memel have been returned to Russia. Complaints had reached him that certain persons at the frontier acting as subagents without license had been selling tickets above the rates of the regular tariff, thereby swindling some of the refugees, and that he had called the attention of the steamship companies to these complaints, which has resulted in an almost complete stoppage of such extortions. He also stated that these people after sacrificing what they still had to sell in order to get away, were fleeced in various ways by officials and others on the Russian side of the border.

BREMEN.

Monday, October 5, 1891.—Leaving Commissioner Kempster at Hamburg for the day, Commissioner Weber, who was booked to sail for the United States the next day, and having an appointment with Senator Marcus at Bremen, returned to the latter place, arriving there shortly after noon, and reports individually as follows:

Senator Marcus recently introduced in the Bremen Senate an emigration bill, which has been ordered printed, and this was the reason for arranging for a meeting, he having been absent from the city on our first visit to Bremen. The senator has given much thought to the subject of emigration, which he has especially in charge, and readily expressed his views thereon. He stated the German Government is desirous of keeping their people at home. There has been considerable discussion of the subject of emigration for the past few years, and the prospect now is that there will be legislation in that direction by the German Government and that, therefore, his bill will be permitted to lumber pending action by the legislative body of the Empire. The scope of the existing Bremen laws is simply to protect the emigrant, as there is perfect freedom of movement for those desiring to leave, except such as are liable to military service, which class is forbidden to depart from Bremen the same as from other parts of Germany.

The trend of the discussions upon the proposed national law is toward restriction of emigration. The German Government does not look kindly on the outward movement, believing that Germany's agricultural interests suffer in consequence. Any obstacle or hindrance which the United States places in the way of emigration will be welcome to their Government, and especially to the landed gentry of Germany, as they desire their people to remain at home and keep down the cost of labor. Continuing, he said:

We now educate the children, care for them while they are unable to provide for themselves, and when they cease to be a burden and become producers, thus adding to the nation's wealth, they emigrate to the United States. It is a mistaken idea that the element which goes out is an undesirable one; on the contrary, you are reaping off the better portion of our agricultural communities.

On the next day, October 6, Commissioner Weber sailed for New
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York on the steamer *Spree*. At Bremer-haven soldiers were noticed who boarded the steamer to detect and prevent young men capable of military service from leaving the country. The additional medical inspection at the gang-plank was made here as at Liverpool, and, although the departmental instructions did not so direct, the steerage was examined as on the outward trip. As the return trip was exceedingly rough and tempestuous, a second inspection of the steerage was made before reaching New York, and the conditions found to be as favorable as possible and as could reasonably be expected. The separation of the sexes was carefully provided for, with proper female attendants for the female compartment, and the mingling of men and women forbidden except in the daytime, when the same privileges were allowed between decks as in the cabin.

In stormy weather no place on board ship is desirable, and the ventilation in the steerage, as in the cabin, is unwholesome and unpleasant. Whether this can be improved by increasing the space allotted to each steerage passenger is a question which can be better answered by the officers of another department who have such matters officially in charge, and if so, provided for through Congressional legislation.

Commissioner Kempster reports as follows:

Monday, October 5, visited the boarding houses which are maintained by the Jewish committee from funds contributed by the residents of Hamburg exclusively, accompanied by Mr. David Braseh, an assistant to President Hinrichson, who aided me in making the examination and securing information. He stated that the committee selected only the strong young people to go to Argentina or the United States, and that they furnished to each emigrant a document issued by the committee, setting forth the facts concerning Baron Hirsch's colonization scheme in Argentina.

The emigrants go from the several boarding houses to a central dining hall where they are furnished with meat soup, one vegetable, brown bread, and tea for dinner. I visited this dining hall during the dinner hour and saw 200 people seated at the table. I conversed with many of them; nearly all were going to the Argentine Republic, a few were en route to America. Here I met Mr. Wolff, an agent of Baron Hirsch, who is to accompany the party to the Argentine Republic; from him I learned that they are now prepared to receive and care for 300 people per week. They divert to Argentina all they can persuade to go, although they may have desired to go elsewhere. The committee assist many who have not sufficient means of their own, as Baron Hirsch has furnished as yet no funds for transportation purposes. Many of those I saw had a little money of their own, but the majority had been assisted to some extent; in other instances they were furnished with half tickets for their children or a sum sufficient to make out their own passage money.

All those going to Argentina were young people, very few past middle life and none old. There were many children. Nearly all were farmers or gardeners and came from the Gubernia Kherson, in south Russia, near Odessa. They all stated that the pressure against the Jews had become much greater quite recently and that the same methods were now being used for their expulsion which were in force in Moscow, and that the burdens were growing continuously greater. There were several who had received only twenty-four hours notice to go. Some were taken without any notice and marched away by the police, compelled to leave everything they were possessed

of behind them, their whole present possessions being what they had in their pockets and on their backs. I took notes of some cases.

Hirsch Meged, from the Gubernia Podolsk (gave passport), a farmer, had lived there twenty-three years and rented 12 dissiatinas (about 24 acres) of land which he had worked continuously, raising garden, vegetables, etc. One day he was notified verbally by the police that he must go away because he had no right to live there longer. He said that he considered the so-called order a joke and did not leave. A few days thereafter the police came to his house and arrested him, taking him away from the field where he was at work and conducted him to some official who informed him that he must "get out" at once. He was not allowed time to pack up his household belongings, but sold some of them to a friend for about one-tenth their value and abandoned the balance. He is going to the Argentine Republic because he has relatives already there. He paid nearly all the passage money, receiving a little from the committee to help him after landing. Is not going on to Baron Hirsch's land. He said a number of exiles who came through with him are going to Argentina to take up land and make homes.

Scholem Abramowitz, from Kiev, where he had lived for twenty-four years, is a butcher, and said he supported himself and family nicely. He received notice to leave within twenty-four hours, which he was obliged to do and had not time to pack up anything except a few clothes and some bedding which he put into bedticks. He was forced to leave his shop tools and other property behind. He was compelled to sign the usual "voluntary agreement" to leave within twenty-four hours, taking his wife and 4 children with him. He exhibited the order dated September 4, 1891. He is going to Memphis, Tenn., where he has relatives.

Menechen Knepler, from Gubernia of Podolsk, where he had lived seven years. Was an innkeeper and had all the necessary licenses to permit him to carry on the business which he had done hitherto uninterruptedly. One day the police visited his place and asked to see his license, which was taken away by them. He was then ordered to get out at once. They pushed him into the street and his wife with him, not giving them time to eat their dinner, then prepared and on the table. "They threw my furniture out on to the street, which was carried away by the Christians. I have made my way here as best I could and am now going to Argentina." His tickets were given by the committee.

Moses Friedman, from Berhnitz, Podolsk, a tobacco planter. Had rented 5 dissiatinas of land for eight years and worked continuously at this business. He was notified to leave inside of two weeks, because he was a Jew. He tried to sell his possessions, but could get nothing for them, and was compelled to abandon all things he could not carry in his box, including his household possessions. He is going to Argentina, because his father-in-law is there. He had not quite money enough to take himself and wife there and received some aid from the local committee.

Leib Sternmann, from Podolsk, where he was born, aged 25 years, farmer, ordered to leave in twenty-four hours "because I am a Jew." Has always been a farmer, and he said, "I do not know how to do anything else." He is going to the Argentine Republic, but not on Baron Hirsch's land. He is unmarried and a stalwart looking fellow.

Modehe Blitzmann, from Podolsk, had lived there five years and had followed gardening as an occupation, having rented 3 dissiatinas (about 6 acres). One day the police came to him and ordered him to go at once; he had no other notice, and was obliged to go without being

able to sell either his produce, tools, or household effects. He had but a few articles with him, and these were snatched up in the haste of departure from his home. He is going to Argentina, where his father-in-law has been working for seven years, but not on Baron Hirsch's land. The committee had furnished him some aid.

Michael Weiner, from Podolsk, where he had lived eight years, working as a gardener in the summer months and as a bookbinder in the winter. He received from the police a verbal order to leave, but not regarding it as a serious matter, did not go. He was then arrested, fined 300 rubles, and put out of the country without having time given him to close out his business. This man is aged 30, strong and healthy, has a wife and one child. Is going to New York, where he has an uncle.

Melech Muller, Dudno, Gubernia of Keiv, cigar maker, 21 years of age, wife and two small children, lived in Kiev since childhood. Received an order to get out of Dudno as he had no right to live there because he was a Jew. He, therefore, picked up what few things he could in the haste of leaving, not having time to settle his business or pack up his household effects, all of which were left behind, including even some of the clothing belonging to his children. He is going to Chicago, where he has an uncle. The cases here given were not selected. The notes were taken at the time and the answers taken down as given, and as the men presented themselves they exhibited in each case passports, tickets, letters, etc. These experiences could be duplicated by the hundred, but a sufficient number has been given to establish the truth of the wholesale manner in which the people are being driven out.

EMIGRATION OF GERMAN RUSSIANS.

It was here that I met with the stream of Germans, not members of the Russo-Greek faith, who are leaving Russia because of the "pressure" brought to bear on them. There was a group of about 50 persons in one boarding house, and as the several statements were practically the same, I have repeated the one made by a man who was the leader of the party which was made up of Christians or non-Jews.

Michael Hoffmann, from near Odessa, aged 45, with wife and four children. Has lived for twenty years on a farm, which he has carried on himself with some extra laborers employed in the harvest time. Has made a good living and laid up a little money, and expected to remain on his farm as long as he lived, but there had been such a change in the way the Germans had been treated lately that he in common with many others decided to leave while they could do so without serious financial loss. Questioned as to what the conditions were, he said that for many years the German settlers had been permitted to elect one of their number who acted as a presiding officer at their village deliberations and who was the means of communication between the Russian authorities and themselves. This official acted without compensation and his office was entirely an honorary one. A German was elected, as heretofore, this year, but he was informed by the police that before he could act in the usual capacity he must conform to certain new prescribed regulations and also "kiss the Russian Christ." Asked what he meant by this, he said it was the picture of some saint and not the image of our Savior, and he did not think it right to seal his oath upon the picture of some saint he knew nothing about, consequently he was not permitted to act, and the little community had no representative. He also said that heretofore the Germans had been permitted to build their own schools and churches at their own expense and without being

interfered with. At the time the order was issued preventing the elected president to act, another order was made by the police to the effect that before any church or school could be built thereafter the plans of a new building or the alteration or improvement of an old one must first be submitted to the Holy Synod for approval or to the person representing the Holy Synod at that place. This meant that all plans must be submitted to the priest in charge of the Russo-Greek church in that village. He would take the plans and alter them so that a building suitable for their wants and which could be built for 600 or 700 rubles was so changed that it would cost as many thousands to build it or alter it, so that the contemplated improvement was prevented.

He said that the Germans had always had their children taught the Russian language and Russian studies in their schools, but that they had also been taught to speak and write the German language. At this time an order was issued that hereafter the children must not be taught to speak or write the German language; also that the taxes, which were heavy enough before, had recently been very considerably increased, which made it much more difficult to secure a living. It was openly talked before them that if the Germans would join the Russo-Greek Church many restrictions would be removed and living be made easier for them. Then, said Mr. Hoffman, the Germans held some secret meetings and talked all these things over.

We realized that the measures complained of by the Germans were much the same as those which were first put in force against the Jews two years ago, and that the Russian Government intended to do by us as it had done by them. So we secretly resolved to sell off our stuff while we could get a fair price and move out before more severe orders came and we should be compelled to leave our possessions behind, as the Jews do now. In consequence of this resolve, they were moving out quietly, leaving the communities where they had formerly lived, a few at a time, and meeting at Hamburg or Bremen, and from here we go together to our new home (in this case the Argentine Republic).

Mr. Hoffman was the center of a group of about fifty, all from the same neighborhood, who stood around him giving close attention as he made the foregoing statement, and when asked if he had stated facts they replied collectively, "Yes; he has told much, but not all."

Mr. Hoffman stated further that the movement of the Germans had commenced in earnest, and that there was very little hope that there would be a suspension of the police regulations under which it was now so burdensome for them to live. He was asked if the "regulations" complained of were known to the Czar. The reply was that he had no knowledge of an edict ordering them to go, but that it was plain to him that sooner or later every one who is not a member of the Russian church must "get out." Other members of this party corroborated Mr. Hoffman's statements, and each narrative contained accounts of personal grievances and losses resulting from the enforcement of the new regulations, which they characterized as harsh in the extreme and under which men could not live. They estimated the number of Germans, non-Jews, who would go out under these regulations at 200,000.

This party was going, with their families, including many small children, to the Argentine Republic, where they expected to buy farms and follow their regular business. They were nearly all men in middle life or younger, and were fine looking, well-dressed, intelligent men and women, and appeared as though they would make good citizens in any country.

Several other boarding houses were visited and inspected where I conversed with the inmates who were preparing for the trip to the Argentine Republic for which place they were to sail the next day. No

new points were learned, the statements made above were repeated; they were all driven from the old, and were seeking the new home.

COLOGNE.

From Hamburg I returned to Bremen. Having to pass through Cologne on my way to London, I stopped there October 7 to ascertain if possible whether any of the other commissioners had visited that part of Germany. Mr. Wamer, the consul, was absent owing to illness. He had answered our circular letter. The consulate was in charge of Mr. Maxwell who informed me that Commissioner Schulteis had been at Bonn, near Cologne, about four weeks and that he had once visited the consulate. He knew nothing of the whereabouts of the other members of the commission.

Workmen are very poor here, so poor that they can not lay up enough money to get away. All artisans are required to keep a book in which their occupation is stated and they can not get a situation in any place without showing why they left their former employer. This method is strictly adhered to and is under police regulation so that none of them try to obtain work without producing their books. In the farming and wine-growing districts wages are better and men can therefore get away more readily but there is not much emigration from this part of Germany for the reason that men here are too poor to go and in the vine-growing region wages are better and they do not want to go. List of wages and prices of food will be sent to Col. Weber, New York. (See vol. II.)

Mr. Maxwell, who gave the information, said that they are troubled somewhat with cases of young men who go to America and are given citizenship, then return home and attempt to evade military duty because they are American citizens. He said there are two instances known to him, where in spite of American naturalization papers the young men were arrested and are now serving in the German army. He said one of the great grievances Germany has against the United States is the fact that men go to America to evade military duty, then return home and claim exemption under the American naturalization papers; there are very few applications at the consulate for information concerning emigration to America, and it is his belief that very few go. There are plenty of workmen here; the labor market is well stocked, and the condition of life among the laboring men is very poor.

Alien paupers, or people who become burdens upon the community, are taken to the nearest border and put across the line. An English pauper would not be sent to England, but would be put over the line into the country adjoining this and forbidden to return; they would not go to the trouble or expense of sending him to England or any other country.

From Cologne I went to London for the purpose of getting copies of "emigration laws" and other statistical information used in the report.

After securing the information desired, passage was taken on the steamship *Majestic*, sailing from Liverpool, October 21. I witnessed the examination and embarkation of the steerage passengers at Liverpool and Queenstown, in all 925, and, as on the outward trip, visited and inspected the steerage and conversed with the passengers. The voyage toward home was very rough, making transatlantic travel disagreeable in all parts of the vessel. There was no complaint among the steerage passengers as to food, accommodation, or anything else. During the day, when not too stormy, they came on deck, and at sundown all the women were required to go to their quarters, which was a separate apartment in another part of the ship, far removed from the men's, with which there was no communication.

RESUMPTION OF JOINT REPORT.

Having detailed our daily itinerary from the time of landing in Europe until departure therefrom, and recorded our observations as we found them in the order of our visit to the several countries, we now present our conclusions and report upon the several propositions embodied in our letter of instructions from the Department and in the order therein laid down. We repeat here, in order that it may be borne in mind, that these conclusions and the foregoing report refer only to Commissioners Weber and Kempster, except as specifically stated, and relate alone to the countries and cities which they visited, viz, Liverpool, Paris, and the northern part of France, Belgium, Holland, parts of Germany, Russia, Poland, Galicia, Hungary, and Austria, the other commissioners making separate reports covering observations of countries visited by them.

It has already been shown that a series of questions were propounded by and through a circular letter to the consuls stationed in Europe, to which replies were received from 67. The substance of the replies is tabulated, and, with the letters in full, published in the second volume.

Here it may be recorded that from every consul personally visited we received courteous attention and assurances of hearty coöperation in our labors. In estimating the value of these consular replies, we desire to call attention to the fact that with many of the consuls the subject of emigration, being outside the scope of their regular duties, was practically a new one, and that in many of the districts emigration is insignificant, as stated by them. Upon this point we desire to quote the substance of a statement made by one of the most experienced and intelligent consular officials who has for many years been connected with the service as representative abroad, having served in various countries of Europe which have furnished and do furnish us a large number of emigrants. He said that a consul is, in a sense, a representative of the government to which he is accredited, and therefore his reply to our circular letter of inquiry might be, and probably would be, affected by his dual character. In the event that such answer implied neglect or indifference on the part of a foreign governmental official his exequatur would be immediately revoked, meaning by this, as he explained, that a statement made by a consul that criminals or paupers are sent to the United States by the authorities in Europe would, in some countries, imply a neglect of duty involving a violation of law on the part of such officials.

PRINCIPAL CAUSES INCITING EMIGRATION.

The inquiry first laid down in your letter of instructions is:

The principal causes which operate in the several countries of Europe to incite emigration to the United States.

Except in Russia, where emigration is abnormal, as we have already reported in detail in the chapter devoted to the conditions in Russia,

we submit in answer to this inquiry the following: Primarily these causes are the superior conditions of living in the United States, higher wages, fewer hours of labor, better living, and the exemption from the exactions imposed by foreign governments upon their citizens, such as military duty, burdensome taxes, and regulations involving freedom of movement and personal liberty, and the general belief that the United States presents better opportunities for rising to a higher level than are furnished at home. The information as to such condition is not, at the present time at least, furnished by the public press of Europe, but on the contrary, as we were informed by the consul accredited to one of the larger countries, they publish statements which speak slightly or even in a derogatory manner of the condition of affairs in this country. The knowledge springs chiefly from the relatives or friends who have preceded and are established in the United States and who, through letters and newspapers sent from this country, furnish such information. No one can tell of the relative difference of conditions between this country and the old as well as those who have tried them both. No one can make clearer to those remaining in Europe the superiority of our conditions, and no authority is by them regarded so reliable as that of the member of the family already here. Glowing accounts or flaming advertisements setting forth our advantages, even if resorted to or permitted, on the one hand, or doleful statements of business depression on the other, have little effect or influence on the mind of the European who is in communication with a member of his family whose judgment he understands and the reliability of whose statements he can, because of his knowledge of the individual making them, correctly estimate at their true value.

These agencies are the most active in procuring recruits for the New World. We estimate that nearly 60 per cent of the emigrants who land in our country come upon prepaid tickets or money sent by friends already here, these in turn influencing a considerable percentage of emigration which comes on tickets purchased directly in the Old World. This prepaid business is largely affected and increased by even temporary improvement in our conditions here. Thus, a good crop year and the attendant growth of business prosperity swells the volume of this feature of emigration. So far as this percentage is concerned, it argues against the belief which exists in the minds of many of our people that the quality of emigration, as to character, is inferior to that of former years, as it necessarily follows that the class who are prepaid, belonging to the same families of those who prepay, must be of the same general character.

This information as to our conditions is also supplemented by the large number of persons who return to their native lands temporarily and whose improved appearance, enhanced prosperity, and statements to their old friends disseminate the knowledge of the better conditions in this country. A reference to the table of steerage passengers returning to all parts of Europe during the past year, as shown in vol. II, demonstrates the volume of this business. Low passage rates, sea and inland, affect the currents both coming and going. The combination of the principal continental lines recently entered into, having for its principal object the raising of rates, will be regarded as interesting and more or less important. Generally wherever the manufacturing industries are active emigration is sluggish. Wherever the wages are fairly good, as compared with their standard of wants and manner of living, emigration is small.

Thus we find in France, Holland, and Belgium a reasonably contented and prosperous people, and the statistics show that the emigration from

these countries to our own has been and is small. France, with its 37,500,000 of inhabitants, sent to New York last year but 4,388 immigrants out of a total of 405,664, while Belgium, with its 5,600,000 population, furnished 2,458, and Holland, with its 4,114,000 population, sent 4,141 for the year ending June 30, 1891.

In Hungary, which impressed us as containing the most contented and happy people of all, we found that while the emigration to the United States is heavy, reaching 26,433 for last year, a large proportion comes from the Carpathian Mountain or Slovak region, where the people are the most ignorant and the soil the most unproductive in the country. They are a class of people, differing so radically from the Hungarian proper, that they may be said to be a separate race or nationality.

In addition to the superior conditions prevailing here, the conditions in Europe greatly affect the outflow. Short crops, industrial depression, racial persecutions, rumors and anticipations of war swell the tide. At the present time there is a general feeling that war is imminent, and until that has been allayed it will act as an additional inciting cause to stimulate departure from Europe. On the other hand, this apprehension of war prompts increased efforts on the part of the government officials to prevent emigration, but their restrictions apply only to that element which, by reason of age and capability, is considered a productive and desirable one and suitable for military service.

Briefly stated, the inciting causes of emigration from Europe, aside from Russia, are the superior conditions here compared to the conditions on the other side and until such conditions are relatively more nearly equalized there will be a natural flow, retarded by depression on this side and increased by our prosperity or by depression on the other side and the presence or anticipation of war.

In concluding this branch of our inquiries, we present here a clipping from the London Times of June 19, 1891, containing a dispatch from the British ambassador at Berlin and a letter from Mr. Bleichroeder, who we understand is the British consul-general at that place. It may not be considered so pertinent to the question of "inciting immigration," but it is plainly in the direction of diverting it from England to America. It is of course merely advisory, as England has at present no laws restricting immigration or emigration.

JEWISH IMMIGRATION.

The following dispatch has been received at the foreign office of Her Majesty's ambassador at Berlin:

BERLIN, *June 13.*

MY LORD: On receiving your lordship's telegram of yesterday desiring me to inquire into the truth of a telegram which appeared in the Times of the 16th instant, and to warn destitute Jews that the labor markets in the United Kingdom are already overstocked, I addressed myself at once to Herr von Bleichroeder, Her Majesty's consul-general, who is a leading member of the Jewish community at Berlin, and I have the honor to inclose herewith a copy of a letter from him stating the measures which he has taken in consequence.

I also placed myself in communication with Herr Landau, president of the Jewish relief committee, and I learn from him that the statement in the Times to which you refer is substantially correct. Jews are arriving from Russia at the rate of 700 per day, and the committee has the greatest difficulty in coping with the influx. A subscription has been raised which amounts to about 260,000 marks (£13,000) for their relief. Herr Landau says that none of the refugees have been forwarded to England, and that it has been, and will continue to be, the object of the committee to prevent any from going there, as it is well aware that the labor market in that country is already overstocked.

I have, etc.,

E. B. MALET.

The MARQUIS OF SALISBURY, K. G.

BERLIN, *June 12.*

YOUR EXCELLENCY: I have the honor to acknowledge the receipt of your excellency's dispatch of this day's date, and beg to inform your excellency that some time ago I made every effort to prevent destitute Russian Jews from emigrating to England and suggested that they should be sent to America or Palestine.

In compliance with your excellency's and Lord Salisbury's desire, I have given instructions at once to the central committee for the expatriated Russian Jews at Charlottenburg to issue at once an efficient warning to the Jews, for the purpose to prevent them from emigrating to England by stating that the labor markets in England are already overstocked.

I further advised the committee to do their utmost in order to restrain those Jews from going to England who had chosen England as their place of destination prior to the warning.

I shall always be at your excellency's disposal whenever your excellency should suggest that another course must be adopted.

I have, etc.,

G. v. BLEICHROEDER.

His Excellency Sir EDWARD MALET, G. C. B.

EXTENT OF STIMULATION OF EMIGRATION BY STEAMSHIP OR OTHER CARRYING COMPANIES.

The extent to which the movement is promoted or stimulated by steamship or other carrying companies, or their agents, for the resulting passenger business.

Upon this inquiry, of the sixty-seven replies received from the consuls sixty-three reported that the movement is not promoted or stimulated by steamship or other carrying companies or their agents. In the case of the four who did not report "no" plainly, we quote from their replies on this point as follows:

From Palermo we are informed:

No inducements are shown to be extended by agents of steamship companies except the argument indulged in by every agent of higher wages, more employment better living, etc., in the United States.

From Stockholm we learn:

For the most part by the different steamship line agents and by relatives. Only comparatively few go out from their own desire to change and try the United States.

From Berne, Switzerland, the consul reports that:

The Compagnie Générale Transatlantique runs special emigrant trains from Basle to Havre by way of the Jura-Simplon Railroad in Switzerland and the Chemin de fer de l'Est in France. These emigrants are forwarded by the emigrant agency "Zwilchenbart" of Basle and are provided with through tickets to New York or to their destination in the United States. They are collected from all parts of the country where the agency "Zwilchenbart" has agents.

From Christiania, Norway, we are informed:

The British steamship lines forwarding emigrants from this port to the United States have promoted emigration and are probably still doing so by agents traveling in the rural districts and recommending their respective lines. I am unable to state to what extent the emigration has been promoted by such agents, but am informed by the official statistics of emigration, published here every year, that more than one-half of the passage money for the Norwegian emigrants leaving for the United States is prepaid in America. Besides tickets, much money is also sent to friends and relatives who may be willing to emigrate.

In some of the countries steamship agents are forbidden by laws, imposing harsh penalties, not only from promoting or stimulating emigration, but from furnishing information of any kind to an intending emigrant beyond sailing dates, prices of tickets, etc., and in Prussia they are not permitted to furnish this unless application for such information is made first by the intending emigrant. Steamship agents there are required to notify the local authorities at the home of the ap-

plicant within twenty-four hours of the sale of a ticket either by mail or telegraph.

Among the most pertinent answers from consuls upon this point are the following:

From Consul General Julius Goldschmidt, Vienna:

The agents of steamship companies, who must be licensed by the Government, may propagate their business only in the way of advertisement in the public papers. All agitation and persuasion in favor of emigration have been strictly prohibited by the Government. Business concessions are only granted on the condition that no propaganda must be made to encourage emigration. Printed pamphlets designed for the promoting of emigration are prohibited by the law. The police authorities exercise strict control over all matters connected therewith.

From Consul-General W. H. Edwards, Berlin:

As far as I can ascertain the emigrant agents at present at work in Germany are mostly engaged in turning the current of emigration in favor of the respective steamship or railroad lines which they represent.

From Consul John S. Twells, Naples:

I am advised that while emigration is still free and voluntary it is not desired by the Italian Government, as of late two whole districts have been nearly depopulated of men, thus depriving the army and navy of most useful material, nor is it encouraged to the same extent by the steamship agents for the reason that although the passenger business is very profitable to the three lines of steamers sailing between Naples and New York, yet owing to the penalty imposed by the authorities on vessels transporting paupers, diseased or otherwise undesirable people to the United States, they do not solicit passengers indiscriminately as they formerly did through the efforts of hired agents. Two years ago a large number of these agents, for the commission which they received on the sale of tickets, used every exertion to promote and encourage emigration to the United States regardless of the class or condition of the persons shipped, but since the Italian Government has enacted a law requiring each agent to file a bond of 10,000 lire for the proper and lawful performance of his duties it became necessary for those who could not procure the required security to retire from the business, leaving at this time only two men on the list of passenger agents or drummers at this port.

ARE CONTRACT LABORERS ENGAGED FOR EXPORTATION TO THE UNITED STATES?

The extent to which contract laborers are engaged, openly or covertly, for exportation to the United States, through what agencies, and for what classes of employment.

There is no doubt of contract labor engagements in times past, but the Congressional legislation, which has really become practically effective only since the transfer of the immigration service to the Federal authorities, has almost entirely stopped such operations. No laws can be enacted or system devised which will with absolute certainty entirely prevent isolated cases from coming here under previous contract, but the evil which formerly prevailed, and which Congress had in mind when legislating upon the subject, has been practically remedied. A law is exceedingly difficult of enforcement which depends largely, if not almost entirely, upon the confession of the party implicated; but the fact that it is prescribed as being a violation of our law, with severe penalties upon the employers in this country who enter into such contracts, is a deterrent which has certainly minimized the evil. The law could be improved if such additional legislation was enacted as would enable prompt prosecution of the contracting parties in this country, as at present the punishment for violation of the law falls usually upon the contract laborer, against whom the only penalty enforceable is a return to the port from whence he came. These men generally enter into these contracts ignorant that they are violating

our law, and their prompt return upon detection removes the only credible witnesses for the successful prosecution of the offending employer on this side.

In the countries visited by us we made diligent inquiry and could learn of no violation of our laws in respect of contract laborers, and thus we are confirmed by the reports from the consuls, who are, with few exceptions, unanimous in their statements that no such conditions now prevail. We quote from such consular letters the exceptions in order that it may be judged upon what basis their opinions are founded.

From Consul Starkloff, Bremen:

I can not tell to what extent contract laborers are covertly engaged for exportation to the United States, but I have good reason to suspect that a great many people, especially Poles, Bohemians, and Hungarians, are engaged under contract by mining companies, mostly of Pennsylvania. Since I have taken charge of the consulate I have noticed that these people are shipped for the United States in the spring and return in the autumn. I have recognized the same faces, especially those of the men under whose supervision they seem to travel. These people do not exhibit any money, nor do they answer any questions to strangers, no matter in what language they are addressed. They seem to follow their leader blindly. There is about one woman to each crew of twelve or eighteen men, who, as I am informed, works and cooks for them at their place of destination in the United States. It also happens that farmers or manufacturers who have bought a tract of land in the United States for the purpose of settling there have taken over with them a whole crew of workmen who have been in their employ previous to the emigration to the United States.

From United States Vice-Consul Odonand, Cognac:

Emigrants are often compelled to sign engagements which, in assuring to them a minimum yearly salary, obligates them to stay five, ten, or fifteen years, as the case may be; then, being satisfied with their new life, they establish themselves on their own accord.

From Consul F. B. Loomis, St. Etienne:

The engaging of laborers by contract is probably limited to the demand from Paterson, N. J., of a score of men each year who are skilled workmen in the silk industry. The skilled workmen who emigrate from this part of France are an excellent class of men, and will add to the wealth of the nation.

From Consul George Gifford, Basle, Switzerland:

Contract laborers are not openly engaged for exportation to the United States since the passage of the law prohibiting such emigration. Formerly silk weavers and watchmakers from this district were forwarded to America, but any contract made now are made so secretly, if at all, that the facts in the case never transpire.

From S. H. M. Byers, consul at St. Galle, Switzerland:

Of late years occurs but rarely.

Vice-Consul William Gibson, Glasgow:

Only one case has ever come under the notice of the consul. Laborers are certainly not engaged openly for exportation to the United States, and I do not think covertly either, unless perhaps to a very small extent. The case referred to happened about two years ago when four men were engaged for the Sneed & Co. Iron Works of Louisville, Ky., through an agent who was then employed in the foundry of John Laue & Sons, Glasgow. The men engaged were ornamental molders by trade. The United States attorney at Louisville is now prosecuting the case.

From Horace C. Pugh, Palermo, Italy:

Contract labor is not engaged openly, and if covertly in such manner as has not been detected.

From William D. Wamer, Cologne:

I believe that the contract-labor law is frequently broken, but to what extent I am not prepared to say.

RE CRIMINALS, INSANE PERSONS, PAUPERS, ETC., AIDED TO EMIGRATE TO THE UNITED STATES?

The extent to which criminals, insane persons, idiots, and other defectives and paupers, or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to emigrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.

In the countries visited by Commissioners Weber and Kempster we are satisfied, after a careful investigation, that while the classes cited above were undoubtedly encouraged and aided to emigrate to the United States in years gone by, none of them are now sent to our country either systematically or otherwise by societies, committees, or governmental authorities. That isolated cases who come on their own accord or who are aided by friends or relatives arrive here is, perhaps, probable, but that the movement assumes any sort of proportions is not warranted by our investigations, nor is it believed. In this view we are also confirmed by the replies of the consuls, who, with a few exceptions, are unanimous and emphatic on this point. These exceptional replies are not specific nor definite in their information, and they are, therefore, quoted as well as one or two others whose replies indicate some doubt and have a bearing on the subject.

Consul H. M. Starkloff, Bremen, says:

Criminals and paupers have been shipped to the United States to my knowledge by the benevolent societies, whose leader in one case has been a Government officer. To what extent this is done I am unable to tell.

Consul H. C. Pugh, Palermo, says:

The class of persons mentioned in this interrogatory are never aided financially by the Government nor are they encouraged to emigrate except that they may be facilitated in obtaining passports by the authorities.

Consul D. J. Partelli, Dusseldorf, reports:

Done in a quiet way, and unless the matter was thoroughly examined into the facts can not be given. Objectionable persons are gotten rid of by giving them a small amount of money (equal to steerage passage) and told to quit the place. Naturally they go direct to the seacoast, and in that way the United States received a greater number of paupers and criminals.

Consul Louis Gottschalk, Stuttgart, says:

Nor are criminals or paupers shipped openly to the United States. There may be, and probably are, covert violations of this, but this consulate has no means of discovering it, as such investigations, if success is expected, require detective service, and this consulate knows of no appropriation to pay for same.

Consul Alex. Brandt, vice-consul at Marseilles, says:

Insane persons, idiots, cripples, paupers, and sick persons are not encouraged to emigrate to the United States. On the contrary, I have it directly proven that such persons experience great difficulty in obtaining passage even as ordinary passengers. As to criminals it is difficult to get decided information, as these not unfrequently misrepresent themselves, but knowingly the companies' agents would not take them.

Consul F. W. Catlin, Munich, says:

I do not think that insane persons, idiots, poor persons, or persons afflicted with loathsome or dangerous diseases are encouraged to emigrate to the United States from here by anybody. Sick and incapable persons in Bavaria must be supported, according to the Bavarian law, by the parishes in which they have their homes. Probably some of the parishes frequently shirk this duty. While I have heard of instances of their furnishing incapable persons with hand organs or music boxes and sending them out to beg, I have never heard of their furnishing them with a sufficient sum of money for an American journey. According to the best information at my command, this is never done. The case of criminals is not quite the same. There is

a private society in Munich organized for the care of discharged criminals; the ostensible object is to give the younger men who have served a term in prison, and who good behavior is certified to by the prison authorities, an opportunity for another start in life. This may occasionally involve sending them to some foreign country but it rarely happens that they are sent far away, however, owing to lack of funds. At present, I am told, the funds of the society are very low and little or nothing being done. Moreover the criminal class is not large here. The only instance within my knowledge of an attempt by this society to send criminals to the United States happened in 1887. There were four criminals, and some one of them or a friend gave the whole matter away to the consul here, and the result was that on arrival in New York they were stopped and sent back.

Charles H. Shepard, consul at Gothenburg:

There is no doubt that many criminals and paupers have in years past been assisted to emigrate, sometimes by their friends, sometimes by societies, committees of citizens, and even by Government authorities. They claim that it is done very little now.

Emigration from Europe is almost wholly confined to the agricultural classes, and with few exceptions represent the most valuable producing qualities of their respective countries. While they do not bring with them the polish unconsciously acquired by and incident to city life, they are more free from the vices which germinate and develop in the large centers. The same tendency to flock to the cities from the rural districts as has become so noticeable in this country manifests itself in Europe, which has there recently suggested legislation involving proof of ability to maintain a city dwelling, and to gain a living by labor or otherwise, under penalty of return to former residence. Whatever the causes may be the facts exist and are plainly apparent. It is a mistaken belief, however, that the "slum" emigrate.

In investigating your proposition with reference to pauperism, the question was raised as to the definition of the word "pauper" within the meaning of existing law. We did not regard a person as a pauper who presented every appearance of industry, willingness, and physical capability to labor, even if his means on landing were limited, nor yet if he was assisted by friends, relatives, or philanthropic persons, unless such assistance implied a leaning upon others for support. The greater number of those arriving within the last year, who because of special conditions surrounding their cases received assistance en route, were Jews; yet they very rarely become a charge upon the public. Indeed no race or nationality present so clean a record in such respect as the

A person who by reason of unexpected misfortunes or persecution is deprived of his accumulations, who has been subjected to pillage and plunder while fleeing from the burdens which have become unbearable if capable of supporting himself and family, if he has one, with a reasonable certainty after obtaining a foothold, and that foothold is guaranteed by friends or relatives upon landing, or strong probable surrounding circumstances, is not, according to our definition, a pauper. The history of this country is full of instances of men from all countries who have reached great prominence in our commercial, financial, professional and legislative bodies, both in State and nation, who would have been returned as paupers if the standard of pauperism was based upon money possessions when landing.

Again, a large class of persons who land here with little or no means are girls and young women who only partially fill the increasing demand for domestic work, and who would be considered as paupers if the lack of means upon arrival was established as the rule to determine pauperism. The decision of the eligibility for landing of such persons

must, to some extent, be left discretionary with the immigrant officials at our seaports, who it would be unreasonable to expect could in every instance detect the weakness of the subject or predict his future status; but it is believed that defects in the present system can be largely overcome by legislation which will be suggested in connection with the subject of "Inspection by consuls or otherwise" further on in the body of this report.

MEANS IN EXISTENCE, AND POSSIBLE, FOR INSPECTION IN EUROPE BY STEAMSHIP AGENTS OR BY CONSULS.

The next three propositions laid down in your letter of instructions are so closely interwoven that it is deemed best to group them together in their treatment in this report in order to avoid unnecessary repetition. These propositions are as follows:

The extent to which, and the manner in which, if at all, the steamship or other transportation companies or their agents inquire into the character or condition of intending emigrants, with a view to rejecting those who come within the classes excluded by the laws of the United States, and generally what checks, if any, are applied in Europe to the emigration to this country of members of the prohibited classes.

The extent to which such preliminary inquiry by transportation companies or their agents in Europe can be made effective through the voluntary coöperation of the companies and the best method of carrying it out. In this connection it is suggested that you confer, so far as convenient, with the owners and agents of steamship lines at the principal ports of Europe.

Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable cost of maintaining such a system if adopted.

CONSULAR INSPECTION.

In regard to consular inspection, we are aware that this, to many of our people, seems a desirable method of preventing an influx of objectionable persons. This opinion is based largely upon the belief that this country is the "dumping ground for the refuse population of Europe." Whatever may have been the fact in the past it is not so now, as our investigations demonstrated, and these findings are corroborated by the practically unanimous opinions of our consular representatives of Europe. When we consider the large number of emigrants who are coming to this country the number of those who can be considered as of even doubtful eligibility to land is very small indeed. The class of people who are coming to us from Europe are almost entirely from the agricultural districts and the laboring element. As consular inspection, however, seems to many to be the panacea for what our investigations show to be largely imaginary evils, we have given that subject very careful attention, and the conclusions we reach are that it would not "be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls in foreign countries or officers under their direction," or under separate jurisdiction.

In investigating the question as to the practicability of consular inspection we assumed that the object of your instructions was to ascertain if such examination would better protect ourselves against undesirable immigration, and what the effect of such machinery on immigration would be with reference to quality. We took it for granted

that if the purpose was to restrict immigration without reference to quality our people would face that proposition squarely, and not let complicated machinery do indirectly that which is within their power to do directly. We have no hesitation in saying that consular inspection will restrict immigration. It will at once effectually exclude the strong and able-bodied men within the military ages, which in the countries visited varies and ranges from 17 to 45 years, as under no circumstances would this class obtain permission to leave their country or secure the certificates from the local authorities upon which the consuls would have to rely as to character. This would leave only those who are under age or advanced in years, or physically infirm, to whom certificates from local authorities would be easily available. The number would undoubtedly diminish, but the proportion of bad to good would be vastly increased. Consular inspection must be made either in the consular districts, where the intending emigrants live, or at the seaports where they embark. To make this inspection in the districts would require a special staff of officials in many such districts (having knowledge of the languages and dialects, also medical representative varying according to the volume of business.

The certificate of the local authorities must necessarily be the basis of consular investigation and certification, and as these local authorities can not be compelled to certify, and as foreign governments are desirous of keeping at home the better element, it can not be expected that the certification of the bad will be hindered or that of the good facilitated. The unreliability of such certification by local authorities is demonstrated in the fact that Italians, in order to leave their country must have passports, which, under their laws, are not granted to criminals; yet there have been sent back from New York to Italy more criminals (of greater or less degree) than we returned to all other countries put together, the statistics showing that from April 1 to November 30, 1891, there have been returned of this class from the port of New York 31 Italians, 3 Germans, and 1 Frenchman. All of these returned criminals from Italy were provided with the usual passports from the Italian authorities. We quote from Consul Fletcher, of Genoa, who believes that consular inspection is practicable and will be effective:

All natives of Italy are supposed to have passports when they leave the Kingdom. To obtain such the applicant must procure from the municipality of his native city or town a certificate of birth, giving age, name, names of petitioner's parents. On this certificate is also added the applicant's liability for, or exemption from, military duty. Further, the court records are examined and if any misdemeanors are charged against the man, a statement to this effect is forwarded to police headquarters. The petitioner must present his certificate of birth to the local chief of police and this officer, on examination of the papers in the case, either issues or refuses the passport.

At the very moment of writing this report the chairman of this Commission, as commissioner of immigration at New York, signed an order prohibiting the landing of Antonio Spizzuoco, an Italian who arrived December 7, 1891, on the ground that he is a person "convicted of felony" and who served out a sentence of ten years' imprisonment in the prison at Ancona for robbery. The evidence upon which he was prohibited from landing was the affidavit of a person, whose reliability upon the point in question was corroborated and established, by the confession of Spizzuoco reduced to writing and on file in the office of commissioner of immigration at New York. His passport is regular in every respect, duly signed, sealed and stamped, and on the back of which is printed in the Italian language that extract from our laws which pro-

inhibits the landing of criminals, insane, etc. If these passports are not reliable how can we expect that the certificates, involving the same guarantee as to character, will be more so.

Criminals and constitutional paupers are the only classes of defectives who furnish in their cases better opportunity for investigation in Europe than here. These classes are insignificant in number and in a large proportion of cases can be detected here by reason of the experience gained by the officials charged with the duty of watching for and returning them. The statistics show that of all classes (but nearly all paupers) there have been returned from the port of New York alone from April 1, 1891, when the new law went into effect, to December 1, nearly 1,400. The small number now escaping detection here can be guarded against and provided for as will be suggested later on. Aside from criminals and paupers those of the now excluded classes can not be as easily detected in Europe, either in the consular districts or at the seaports, as they can be at the United States ports. Beside criminals and paupers the excluded classes are insane, idiots, contract laborers, dangerous contagious and loathsome diseases, persons likely to become a public charge and polygamists. These can be better detected here, because we have a staff of officials who, by reason of large and continually increasing experience, become expert in detections. It can not be claimed that medical officers on the other side are more capable of detecting insane, idiots, or diseased persons, nor is there any way by which the detection of contract laborers can be made easier in Europe than here.

While it is true that the detection at the seaports in Europe will avoid the additional hardship of returning them across the sea, it is also true that when the emigrants reach the seaports they have already departed from their homes; they have sold their belongings and it simply resolves itself into a trip across the ocean and back, while the expense of the ocean return passage is borne by the steamship companies who in many cases, in consequence of local regulations at the foreign seaports, are required to transport them back to their homes.

The passing of an emigrant at a foreign port by an official of the United States would be presumptive evidence of his eligibility to land here and it may be assumed that subagents would seek opportunity to secure certification of eligibility of emigrants at the hands of a United States official on the ground, when he would not risk sending them to the United States, if he knew the expense for the return of such person would fall upon him, and it is probable that more doubtful cases would be presented to that official than to the inspection officers on our side of the deterrent involved in the expense of a sea voyage was removed in cases rejected at United States ports, and which expense the steamship companies, from motives of self-protection, would place upon the subagent responsible for the booking of them.

Many of the consular districts in Europe are large in territorial extent. The district of Warsaw, for instance, which embraces all Poland, last year furnished us at New York alone, 24,256 emigrants; Hungary, with but one consulate at Buda-Pesth, furnished last year at New York, 6,433; Norway and Sweden, with four consulates, furnished last year at New York, 40,347; and it will readily be seen that applications for district consular certificates before starting would involve a considerable expense upon the emigrant, and a large additional staff of officials for these consulates. The expense, even if it fell on the emigrant, at what is believed to be a minimum calculation, would not likely be less than \$5 per capita, taking into consideration the medical and consular certificates and the expense of making journeys to consular offices,

without including lost time, and this would mean that the 600,000 will have come here this year, if subjected to a consular inspection would be \$3,000,000 poorer on arrival here.

We now come to the consideration of the proposition to make the consular inspection at the seaports. From July 1, 1890, to July 1, 1891 there were shipped from Hamburg, 93,013 emigrants; at Bremen 61,996; at Liverpool, 106,909; at Havre, 25,638; at Glasgow, 21,271; at Palermo, Naples, and Marseilles combined, 56,302. Those coming from the Italian ports are composed almost entirely of one nationality (the Italian), but this does not apply to other important ports. At these other important ports the emigrant passengers comprise various nationalities, speaking not only different languages, but varying in their dialects. These conditions would make necessary the employment of nearly as large a force of interpreters, especially at the most important seaports, as are now employed at the New York Immigration Bureau, where the combined force of interpreters cover about all the languages spoken in those countries which furnish us with emigrants.

We call attention to the fact that this volume of emigration is not evenly divided among the seaports, nor in their arrival regularly as to dates, but the most of it comes a day or two before the sailing date, which in some cases is weekly and in others oftener, and upon arrival the emigrants are not concentrated at one boarding house or institution, but distribute themselves among a number of such places. The medical examination as they go aboard ship would necessarily be hurried and made in the bustle and confusion always attendant upon the departure of an ocean steamer, and so far as such examination would relate to the insane, idiots, or diseased persons, it certainly could not be more rigid, and in all probability would be less effective there than at the United States ports. So far as the other classes of excluded emigrants are concerned, the seaport consul must rely upon information and certification of local authorities, about whom he knows nothing except as disclosed by the papers which the subject presents. These papers can not certainly establish identity. Nearly every day at New York there are passengers landed under tickets originally issued to other parties who, having changed their minds or who were unable to go at the time, transferred their tickets to others in order to avoid loss.

We quote as follows (the italics are ours) from the reply of Consul Pugh, of Palermo who, although favoring consular inspection, exhibits its chief weakness:

Each intending emigrant must obtain from the *tribunale penale* (criminal court of the province in which he lives a certificate that there is no criminal charge against him, which must then be presented to the *questore* (chief of police) who issues him a passport, and no one is permitted to embark on board ship for emigration the absence of this passport. *The effect of the local requirements as to passports is destroyed by persons presenting themselves for certificates under assumed names, the records examined for that name, no charge of course found and the certificate granted, and by this means criminals of the deepest dye obtain certificates as well as those persons whose characters are really good. It is also believed that in order to free the community of notoriously bad characters the authorities issue such certificates under the assumed names, even if the person applying is well known.*

Consul Johnson of Hamburg, who does not regard consular inspection as practicable, among other things refers to the ease of obtaining certificates by objectionable parties. He is quoted as follows:

I do not think that an examination of intending emigrants by United States consuls would be practicable. In case of emigrants who have to procure certificates

from the consuls in whose districts their former homes were located, it would make it very expensive for a great many of them, as a visit to the respective consuls would often entail a costly detour from the direct route to the port of embarkation. *Besides there would be great danger of nonobjectionable parties procuring certificates from inland consuls and giving them to undesirable emigrants, a practice which, in view of the vast number of emigrants landing in the United States, it would be very difficult to guard against. The only way to prevent such a fraud would be, in my opinion, to examine the parties just before embarkation, surrendering the certificates to them as they go aboard the transatlantic steamers; but when the fact is taken into consideration that in the year 1890, for instance, 93,013 persons emigrated to the United by way of Hamburg alone, and that most of these were only a day or two in Hamburg before they were shipped, it becomes obvious that an enormous consular force would be necessary in this city to conduct even the most superficial examination of the emigrants leaving here. Aside from these reasons I doubt very much if the consuls at any point could get trustworthy information in many of the cases coming under their notice, the interest of provinces desiring to rid themselves of objectionable persons by emigration being evidently to conceal the facts that would lead to their rejection by the consul, while desirable emigrants might, on the contrary, meet with great difficulty in procuring the necessary documents from the authorities of their native place.*

In other words consular certification would result in the creation of a new industry, viz, that of brokerage in consular certificates obtained by non-objectionable persons for sale to the undesirable, and by law furnish protection to an evil against which we strive to be protected.

We do not lose sight of the fact that upon this question of consular inspection submitted to the consuls there is a difference of opinion, and that the majority, in point of numbers, regard consular inspection both practicable and wise. Our investigations looked not only to that point but to the probable effect of such inspection. On the other hand, the fact that consular officers occupy dual positions, and that the subject is comparatively new to most of them to which points attention has already been called, suggests that their replies be analyzed before judging their value. The most of the consuls who report in favor of consular inspection are stationed in districts remote from the seaports and in districts furnishing but a small volume of emigration, and that of the better class. It is obvious that consular inspection is not necessary so far as relates to that kind of emigration.

The more important of those favoring consular inspection whose districts embrace seaports and large places are the consuls at Amsterdam, Marseilles, Havre, Glasgow, Berne, and Palermo, while Bremen is somewhat indefinite on the point, favoring a medical inspection and character certificate. On the other hand, those which are considered most important on the other side of the question, because of their seaport magnitude, and because of the volume of emigration springing from their consular districts are Hamburg, Antwerp, Naples, Stockholm, Christiana, Warsaw, Berlin, and Vienna.

Mr. Schleier, consul at Amsterdam, replies:

Question No. 4 relating to consular inspection is, to my understanding, one of great importance. Statistics will no doubt show you that so far as the native Hollanders who emigrate to the United States are concerned, no further restriction would be required than that at present existing, but Holland is a seaport and the larger proportion of the emigrants shipping from here are those in transit and a system of inspection would no doubt be of value, provided the United States Government would require them to procure from the consul nearest their nativity a legitimized certificate. This could be as restrictive as our Government would like to have it, and may be in the shape of a passport from the authority of their township to certify by their consul, or it may be in the shape of an affidavit attested to by two responsible citizens known to the consul as such, but under all circumstances I would strongly recommend that all emigrants should be required by obligation, either in connection with these certificates or separately, to abrogate any and all protection from their native country from the moment they have landed in the United States. Of course this would necessarily require their protection from our Government while it need not give them the right of citizenship until they have acquired same according to law.

The substance of the above is that no consular inspection is necessary for the native Hollanders, and the inspection at Amsterdam as a seaport must be based upon original certification for the local authorities.

Vice-Consul Alex. Brandt, Marseilles, says:

In seaports it certainly would be possible to apply a system of examination of intending emigrants by American consuls, but whether this system would prove efficacious is difficult to say. It would probably clash with the military laws of the country if done conscientiously and in harmony with the authorities of the country, but only in cases of persons within the military age. It would be necessary for consuls to insist upon intending emigrants producing their "extrait civil" in order to satisfy themselves as to whether applicants were not criminals or other undesirable characters. The system would prove a check on emigration of bad characters, but it could not possibly be absolutely preventive. It could be made necessary to have all intending emigrants produce a medical certificate as well as their "extrait civil," and have the whole to be certified by the consul after due examination, charging them a small fee. Thus the system would be self-supporting.

During the year 1890 he reports that 5,672 emigrants left Marseilles for the United States. "Harmony with the authorities of the country," he says, "refers only to cases of persons within the military age. That class, as far as regards age, is the most productive and desirable."

Consul O. F. Williams, at Havre, says:

I reiterate and believe consular supervision would be proper; would be well received both at home and abroad; could restrict to any desired extent; could be so conducted as to be almost flexible; could in its practice be as secret as desired; would without new law or change be in touch with both the Treasury and State Departments; would not seriously interfere with consular work; would not demand new appointees or require a new bureau for supervision; could be dignified and should be absolute. Let consuls be held to a strict account and an examination book containing names, age, sex, nationality, and all particulars, with name of consular officer first applied to and who examined the emigrant. Let this book be sent under seal by the master of the ship to the commissioner of immigration at the port of entry in the United States as a tally. The fee paid consuls may be very small and yet be sufficient to at least make the system self-supporting. An immigrant who can not afford such reasonable fee is too near pauperism to be desirable. Probably in all the great ports of Europe where the bulk of our emigrants embark there would be no trouble in securing resident Americans to make needed medical examinations, and at such ports consular deputies, etc., are in such numbers as to properly attend to emigrant inspection, if so required. A short form of oath might be administered to adult emigrants, as to features of crime, contract labor, etc.

The tally-book feature at the port of New York, at least, would not be practicable. During the past year there have been landed there in one day over 4,800 emigrants, with a number of nationalities in each ship, coming from different parts of Europe, concentrated at the registry department of the Immigration Bureau as they passed through for examination and registration. With their names as now reported on ships' manifests misspelled, not arranged alphabetically but in the order in which they are embarked, with the pronunciation varying so largely from the spelling, the time consumed in looking over a list sometimes reaching as high as from 1,200 to 1,600 for one steamer, the delay and confusion incidental to such work dismisses it at once from consideration.

Vice-Consul William Gibson, Glasgow, states:

I think it would be practicable to adopt and supply an effective system of examination of intending emigrants by American consuls at a trifling cost to each emigrant. Mr. Consul Brown has definite views as to the original certification to be required, and I have asked him to communicate his views to the Commission. (Such views have not been received.) It would not, I think, be unreasonable to require certificates from a previous employer of the emigrant, from the proprietor of the dwelling house he occupied, or from the local magistrate of his district. The information from these sources should enable or at least very materially aid consuls to pass upon

the eligibility of the intending emigrant. The system would also, I think, help the detection of contract laborers and criminals. There are no laws in this country governing military service.

We can not gather from the above, nor have we any idea, how the system he suggests would help the detection of contract laborers, and as for criminals, a certificate from a previous employer or from the proprietor of the dwelling house occupied could not be regarded as reliable. The official standing of the local magistrate might possibly suggest reliability.

The consul at Berne says:

It would be practicable at this consulate to supervise the emigration of persons leaving for the United States without other cost than that involved in the appointment of a medical examiner if it were deemed necessary to employ one. No doubt one such officer might serve for the whole country. From such experience as this consulate has had it would appear that official declarations in regard to the pecuniary and moral standing of intending emigrants would be decidedly of more value if made by federal rather than communal authority. The officials of most towns and villages might be relied on to give correct information, but others, especially the poor and small communities, have not always in the past been proof against the temptation to rid themselves of their undesirable citizens.

Consul Pugh, Palermo, has already been quoted as being in favor of consular inspection; but, as will be seen in that quotation, he certifies to the ease with which criminals can avoid detection. A further quotation from the same letter is:

Regulations may be prescribed for the purpose of identification and locating the residence of the emigrant. The consular employé could at once go to his place of residence, make his identification there, then learn the real person and actual character. Then, again, this would bring the intending emigrant before the consul, which would disclose all instances of old age, decrepitude, and many of the diseases which go to make up the undesirable.

As we received last year from Italy 70,776 emigrants, and as there are but twelve consulates in Italy, it becomes obvious that this plan would involve a large traveling division and enormous expense to visit the homes of intending emigrants, and as the age and decrepitude of the emigrants are reasonably well in sight, they could be passed upon at the seaports of Europe or of the United States as readily. As for diseases to be learned about at their homes, this suggests that the traveling division of inspectors must also be medical men.

Consul Starkloff, Bremen, one of the most important seaports, replies as follows:

The most effective system of examination of intending emigrants, I think, would be to compel the emigrants to get from their government authorities a certificate of good conduct, and to instruct the steamship companies, their agents, and subagents to sell a ticket to any emigrant unless he has such certificate. The government authorities who would be willing to give an undesirable citizen a passport in order to get rid of him would hesitate very much to give to the same person a certificate of good citizenship, if aware that said person had been in conflict with the laws of the country. As far as insane persons, idiots, and other defectives are concerned, I think the present system of examination by the steamship surgeons is inadequate for the following reasons: With due regard for the theoretical knowledge of the steamship surgeons, it is well known that most of them are young and inexperienced men who consider their positions only as temporary ones, as their salary is limited and there is no prospect of glory or promotion connected with it, and for an ambitious physician it is only a stepping-stone to higher aims. For this reason they will hardly remain on board a steamship long enough to become thoroughly familiar with the duties and responsibilities imposed upon them. The steamship surgeon at this port examines the emigrants an hour before they leave the city to go on board the steamers. The value of an examination of 500 to 1,500 passengers in so short a time is clear to any experienced physician or layman. During one winter season I have seen these examinations take place in a large room, illuminated by one or two lamps, and in a temperature of 10° to 12°. My proposition is that the United States appoint one or two surgeons at every port of emigration whose duty it shall be to examine, under

the supervision of the United States consul, all emigrants, and reject the idiots, sane persons, and other defectives, and such afflicted with loathsome or contagious diseases, and if there is the least suspicion from the appearance of anyone that is afflicted with consumption or heart disease, to make a close individual examination and reject him if afflicted.

As to the several points raised by Mr. Starkloff we submit:

First. A certificate of good conduct from the Government authorities would exclude the most desirable element, viz, those within the military age.

Second. As we have already stated, up to the time of our conference with the steamship companies at Liverpool and Bremen, the examination of ships' surgeons was superficial and had reference more particularly to such diseases as related to the comfort of the passengers on the trip over. If the steamship companies can not see that it is in their pecuniary interest to prevent the shipment of insane persons, idiots, or persons excluded because of disease which will suggest proper inspection on their side by their surgeons, the return of such defectives, as has been promptly and regularly done at New York, must by continuance, force such attention upon them.

Third. The proposition that surgeons be appointed at every seaport, under the supervision of the consul, for examination with reference to defectives discovered by medical inspection would simply be an aid to the inspection which takes place on this side, but inasmuch as it would save to the emigrant the ocean passage to and from the country, it is worthy of consideration.

Consul Johnson, of Hamburg, who represents one of the most important consular districts, so far as emigration is concerned, and who seems to have given the subject considerable thought and attention regards consular inspection as impracticable, giving his reasons therefor. His reply to this question has already been quoted in the preceding pages of this report with reference to another point, and attention is here called to that quotation as applicable to the question immediately under consideration.

The consul at Antwerp, Mr. J. H. Stewart, says:

It would be difficult, if not impossible, to apply any effective system by consular officers or agents under them of inspection of intending emigrants. * * * It might probably be a good plan to require intending emigrants to procure from the authorities of their respective districts a certificate showing their character, general condition, occupation, and exemption from military duty.

Consul John S. Twells, Naples, Italy, reports:

It is extremely doubtful, in my opinion, whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls or officers under their direction, and the cost and labor of maintaining such a system would be both laborious and expensive without fully effecting the desired result. When a physician was employed by the United States Government to examine intending emigrants during the cholera epidemic in Naples he was paid at the rate of \$10 per diem.

Consul Axel Georgi, Stockholm, reports:

Depends upon how far-reaching the examination should go. Think impracticable with any amount of success to examine on this side. The now existing laws in the United States are, in my opinion, the most effective system; that the ships are bound to bring back such people as are not mentally and physically sound and unable to work. This will certainly compel their agents to look out. A great number of interrogatories to the consulate have come forward this year with respect to the effect of the new law, and I have no doubt that many doubtful persons have been kept away from going by the replies they have received from the consulate. The consuls can not, in my opinion, detect contracts if people wish to conceal them. The Swedish laws prevent young men in military service to emigrate unless specially licensed, which, however, in most cases is done. The authorities control the part of the question.

Consul George Gade, Christiania, says:

To this question, which is most difficult to answer, I would say that it will be hardly practicable to apply a system of examination of emigrants by the American consul at a port like this, where on an average 10,000 persons, among whom are a couple of thousand from another country, viz, Sweden, every year emigrate to the United States. The emigrants come here from very remote parts of this great country, and the only way in which the consul could be informed as to their morals and other qualifications would be by production by the intending emigrants of certificates from clergymen in their respective districts or from under sheriffs, all of whom would likely be unwilling to give such certificates. The military laws of Norway, which on the whole are very liberal in regard to emigration of persons within the military age, would, so far as I know, prevent emigration of such persons by consular inspection. Any person intending to emigrate is bound to appear before the police authorities at the port of departure, and, if liable to military service, to produce permission to leave from the military authorities, which is easily granted.

Consul Rawicz, at Warsaw, says:

Examination of intending emigrants by United States consuls would be impracticable in this country. All that might be done would be to instruct consuls in a concise way when to grant or vise the passports and in what cases to refuse them.

Consul George Edwards, at Berlin, writes:

The determination of all questions touching the physical and financial condition of emigrants should be left to the light of expert knowledge in the United States. There are too many degrees of insanity, too many stages of pauperism, to enable us to adopt or apply an effective system of examination of intending emigrants by American consuls. Besides, it would in most instances be a great hardship to compel intending emigrants, with the different members of the family, to appear before the consulate in person. If any sort of a process of weeding out the defectives and undesirable emigrants should be adopted or begun under consular inspection it should, in my opinion, be definitely confined to the examination and authentication of such records as emigrants may be required by law to bring with them to our shores. The method and system of registration required by the laws of this country furnishes to the consul permanent records which contain a stock of practical and useful information which truthfully reveals the character, conduct, and condition of every subject of this Empire. These records, which have an extraordinary scope, are at the disposal of each emigrant and within reach of consular officers, and certainly afford means of research quite beyond the reach of our authorities at home. Inspection by consular officers of this record evidence can be productive of nothing but good. That record evidence may be falsified in isolated cases is not practically important. The form of the certificates or transcripts of records should depend on the system of registration in effect at the place of abode of intending emigrants. Every emigrant should be brought to a fair understanding of the value of the privilege he seeks before he starts to make a home with us. The best way to sharpen the sense of the worth of residence in the United States is for us to insist that the intending emigrants shall take the personal trouble to bring an authenticated copy of their records with them. Nothing is more certain to my mind than that every honest and industrious German who desires to emigrate to the United States can procure and produce the most satisfactory record evidence as to character, conduct, and occupation. Intending emigrants, who are indisposed or unwilling to furnish the record evidence which surrounds them, and which has grown with them since birth, and which is so full and complete, may well and justly be considered to be unfit to seriously assume the responsibility of citizenship with us, or to have black records. However, in the consideration of this subject of consular aid or inspection it may be well for you to bear in mind that the foreign authorities may refuse to extend assistance to consuls to detect criminals and other defective persons, and base such refusal on the ground that our laws permit, and practically encourage, the emigration of foreign subjects in violation of the laws governing military service. Certainly no consular examination or inspection would be signally effective unless the system adopted is upon the basis of hearty coöperation with foreign authorities. *The truth is, this whole subject of examination demands international consideration.*

Consul-General Goldschmidt, Vienna, reports:

The proposed measure of consular certificates will never work to advantage. In fact, it will prove useless as a check to the undesirable element of emigration, while it will be a burden and hardship to such people as are welcome to our shores. The time and work of the consul should be fully devoted to the commercial interests of his country, to protecting American citizens in distress, and to giving such of his

countrymen, traveling in Europe, who seek information and enlightenment on public affairs, his views and attention. There are a great many things in Europe that we can learn and profit by, and a United States consul has no time to waste on newcomers in the capacity of a detective or emigration agent. The cost of maintaining a system of examination by American consuls would be considerable, it requiring least two extra clerks for each consulate. Great ignorance prevails in Austria in regard to our laws on emigration, especially the recently enacted restrictive laws to contract laborers, criminals, paupers, and vagrants. The United States consul should be authorized to publish officially in the daily press of this Empire a synopsis of these laws that have been passed to prevent the emigration of undesirable elements. The work of surveillance and examination of emigrants must be done at the ports of arrival in an efficient and humane manner.

Mr. Goldschmidt is one of the best informed officials on the subject of emigration we found in Europe, and our interview with him disclosed the fact that he had given considerable thought and attention to the subject, especially with reference to Austria, to which country he is accredited as consul-general. His suggestion to publish officially in the public press a synopsis of our laws restricting the emigration of the undesirable elements is worthy of consideration with a view to adoption.

We close this part of the subject by quoting from a letter from the Hon. George S. Batcheller, United States minister to Portugal:

In my judgment it is not feasible to refer the question of fitness or qualification of the emigrant to the consuls. It would be found impracticable to apply a series of fixed rules in individual cases, and each examining functionary would be called upon to exercise a certain discretion which he might not be qualified to apply. Regulation should be applied differently in different countries, and unfortunately for the consular service these functionaries are frequently changed, and it occasionally happens that on account of a lack of knowledge of local laws, customs, or language, or for other obvious reasons, the consular officer is necessarily ill qualified for the exercise of the semijudicial functions necessarily involved in such special service. Besides, the labor incident to such examinations, especially at ports where there is a large and continuous emigration, would involve a greatly augmented clerical force, including medical experts, etc., and a consequent increase of expense. In fact, it would require a repetition in the consular offices, on a small scale, of the machinery of the Bureau of Immigration and landing stations of ports of entry in the United States, but the determination of the fitness of the emigrant to be admitted into the United States should be made at the port of entry. The laws and regulations relating to emigrants destined for the United States should be published in the newspapers of every country and notified to their governments, especially to the police and customs authorities of every port of embarkation. A clause should be inserted in every treaty of commerce and navigation with the various powers to the effect that these laws and regulations should be made known and applied as far as practicable to every emigrant. I would suggest that the laws regulating the admissibility of emigrants should provide that each person on landing should furnish to the United States authorities: First, a certificate from his home government setting forth his civil and judicial status. These certificates can be readily procured in all continental European countries. They are extracts from the register everywhere existing, what is known as the "etat civil" and "etat judiciaire" of each citizen. In the Latin countries these certificates emanate from the police authorities. In some other countries they are furnished by the parochial authorities, and in some, I believe, by the clergy. Second, the certificate of birth, "acte de naissance." The latter would give the original nationality of the emigrant, his age and parentage, frequently very important elements in determining the fitness of the emigrant especially for citizenship. In Europe such certificates are almost invariably required to be produced by applicants for appointment in positions in the government service or by those seeking mercantile or commercial employment. These requirements should also be incorporated into naturalization laws of the country, as they would furnish sure guides to the magistrate in determining the age and other qualifications of citizenship. They are simple safeguards; they would at once show the age and judicial standing of the emigrant, whether ever convicted of crime, etc., and would be readily furnished by such as are worthy to be incorporated into the population and body politic of the United States.

EXPENSE OF CONSULAR INSPECTION.

As to the expense involved in the system of consular inspection we have received very little definite information from the consuls, the one reply most to the point being from the consul at Gottenberg, who states that in his district it would involve an expenditure of \$8,000 per annum; but with nearly 250 consulates in the European countries sending us emigrants, the expense for interpreters, medical officers, and clerks would be large, and would probably exceed \$500,000 per annum.

INSPECTION BY STEAMSHIP AGENTS AND SUBAGENTS.

The extent and manner in which steamship agents "inquire into the character or condition of intending emigrants" has until recently been quite superficial, as has already been stated. The extent to which examination by the agents of transportation companies in Europe can be made effective, being one of the propositions laid down in your instructions, is a subject worthy of serious consideration, for if it can be made effective it will materially aid in simplifying the problem.

We have already shown that the subagents of steamship lines in Europe are numerous (7,000 reported, with the Hamburg, North German Lloyd, Italian lines, Red Star and other lesser lines not heard from on this point), and that they are directly controlled by the companies, and in all countries subject to the laws and regulations and supervision of the officials, involving among other things forfeiture of position in the event of violation of the rules. These subagents personally know the true status of the intending emigrant in more cases and better than any other persons. They are the only ones who have a direct personal interest and who can be made to suffer personal loss in the event of a return of a defective. Their gain is represented by the commission, which is small (from \$1.50 to \$2 in Europe and \$3 in the United States), and one returned passenger will destroy the commissions on many tickets.

While occasionally one may escape the vigilance of the inspection officer on our side the subagents can not, from the standpoint of business policy, afford to take the chance. Evidence of the practical working of his plan, on an experimental scale, was found in the books of the Hamburg Company, at Hamburg, to which attention has already been called, and which showed that twenty-four persons had been rejected within a recent period, comprising cases which the subagents submitted to the head office, as they were in doubt as to the propriety of selling tickets to such persons; also the cases already cited where the North German Lloyd Company delayed two families, each having a crippled member, until they could ascertain by cablegram whether the relatives were able and would furnish satisfactory bonds that they could not be permitted to become a public charge on us. We call attention here to the circulars issued by the Hamburg and Bremen companies to their agents since the amended act of last April went into effect, and one issued since our conference with the steamship companies at Bremen, on October 1, all of which will be found in the Appendix. The steamship companies will be the prime sufferers for returned ineligible emigrants, and self-interest would prompt them to perfect the machinery so that the burden would fall upon the proper persons, viz, those who could protect themselves and failed to do so. Such plan, after being supplemented by plain construction of our laws, and well-defined regulations covering such laws, combined with a thorough inspection at all the United States ports (which, under any plan, should be rigidly

continued) and the expulsion of ineligible after landing, it is believed will effectively solve the problem. A fair trial, at least, should be given before European inspection is attempted with its manifold objection

MEANS AVAILABLE AT THE UNITED STATES PORTS.

The majority of emigrants come to our country on prepaid tickets purchased in this country from subagents. They can be controlled here by law and regulation, so as to prohibit the sale of tickets until it has been satisfactorily established that the persons sent for are eligible for landing under our laws. This will not require additional officials, and will cost nothing to the Government or the emigrant. It will avoid embarrassing annoyance and expense to the desirable emigrants, of whom at least 90 per cent are clearly eligible under our laws, and productive additions to this country. Of the remainder, who are turned aside and detained for more careful examination, nine-tenths prove their eligibility by showing satisfactorily that they have husbands, brothers, fathers, or other relatives who can and will provide for them, if necessary. Then they can establish on this side better than in Europe, as we can and do require proof that the parties who assume the responsibility for such care are able to fulfill their agreement. Of the final remainder, those who are not returned under the present law, or who can not be detected on landing (an infinitesimally small proportion), could be almost wholly guarded against by their expulsion before citizenship, when their defects or crimes are exposed after landing.*

COMPULSORY RETURN OF IMMIGRANTS AFTER LANDING.

There have been prevented from landing at the port of New York from the 1st of April, 1891, the time that the amended law went into effect, to December 1, 1891, a period of seven months, 984 ineligible persons, and 380 persons have been returned under the year clause. This year clause authorizes the return, at the expense of the steamship companies, of persons who, within twelve months after the landing, develop defects which existed at the time of landing. If this time were extended so as to cover the entire period until becoming citizens, and the clause requiring it to be shown that such defects existed at the time of landing be stricken out, we would practically rid ourselves of all the evils of immigration without imposing unnecessary hardship on or interfering with the incoming of the desirable element to which this country is so largely indebted for its remarkable prosperity and progress.

All countries, except England, now expel from within their border alien paupers and criminals, and there seems to be no reason why this is not desirable or proper. To expel an alien criminal, or leaving it within the discretion of the court to expel after serving sentence for his crime, and the same as to the pauper as soon as he develops pauperism, supplemented by the rigid inspection now in vogue to arrest the undesirables at the threshold of our country, will practically remedy the evils which are complained of, but complained of in exaggerated degree. If persons not citizens of this country were liable to expulsion, it would act as a deterrent for the commission of crime, stimulate the effort to achieve and maintain a self-supporting condition, and prove a powerful incentive to perfect themselves for citizenship, especially if the avenue toward citizenship were carefully guarded. It would rid us of every alien criminal as soon as he had served his time. It would rid us of

* An amendment to the act of March 3, 1891, providing that all steamship companies engaged in bringing immigrants to United States ports should comply with the regulations suggested on pp. 143-4 of this report, under penalties to be prescribed, would effectually stop the embarkation of ineligible immigrants.

very pauper as soon as he reached that condition, and with the prospect of expulsion as part penalty, anarchistic demonstrations on the part of aliens would most likely cease.

Consular inspection will prove to be a machine which will furnish us with that class hardly emerged from the condition of dependence and those who are traveling toward it; those who are fresh from the rattle and those approaching the grave. It will keep from us the bone and sinew which European governments desire to retain and which up to the present time at least have been of material advantage in the development of the great natural resources of the United States.

But whether inspection be had here or abroad, by consuls or otherwise, we desire to call attention to the importance of properly guarding the frontier, especially on the north, for the inevitable result of raising the bars and closing the gaps at the seaports must be to turn the tide of ineligible desiring to come here to those points where gaps still exist and who will find their way across the border to our country. As pertinent to the suggestion of properly guarding the frontiers and the return of undesirables, with its probable effect upon steamship companies in the exercise of care and preliminary inspection by their agents, we quote from a report of the select committee appointed in 1889 (still in session) by the British House of Commons, to inquire into the laws existing in the United States and elsewhere on the subject of immigration of destitute aliens, etc.

Mr. Hagger, vestry clerk of the parish of Liverpool:

But those cases are very rare?—They are rare, but we have had several large parties. The Syrian Arabs we had for several months. We were very anxious to send them back to their own country but we had great difficulty in doing so, even after offering to pay the cost of sending them home. The Greek gypsies did not trouble us so much.

How did these people come here; did they pay their own passage?—The Arabs, so far as we could tell, paid their passage in Marseilles to go to New York. They went rough to Havre, and from Havre they went on to Liverpool. From there they went on to New York and they were refused permission to land there by the American authorities. They were brought back by the American vessel that took them and they were then sent over to Havre. The Havre people received them and kept them for a month or six weeks, but they did not know what to do with them. Then, as we believe, they coaxed some captain of a British vessel to bring them back to Liverpool, and they were landed at Liverpool.

They were not very profitable passengers?—No; at Liverpool they were sent to the workhouse and we had to keep them.

Mr. Gonner, M. A., lecturer in University College, Liverpool:

For instance, I can quote one case which came under my own knowledge of an Englishman who was out in America and who sent to England for his mother to come out to America, and when she landed they asked what her visible means of subsistence was. The man was a mechanic and he was very well off, but before they would allow her to pass through he had to vouch that, although she was very old (she was about 70), and although there was no chance of her earning anything, she was earning very good wages, that he had a certain amount of money, and was intending to keep her.

I suppose in all cases they ask them whether they have any means of subsistence?—Yes; they ask that in all cases. You have had evidence, I think, given you to that effect.

Everybody who lands in America has to go through certain forms, I believe?—Yes. And if they have no visible means of subsistence the steamer has to take them back?—Yes, certainly. So far as I can understand there is a great amount of elasticity in the American system. They do not bind their officers to any particular rules, saying that if persons have not got so much money they are not to come in on any consideration. If the officer sees that they are able-bodied and have just got enough money to enable them to go on, he will admit them.

He is left to his own discretion?—As I understand it, a great deal is left to his discretion, and it is unavoidable that it should be so. The committee are aware, I believe, that that really only refers to the seaboard. The immigration to America through Canada is quite different.

That is unlimited, is it not?—Yes, practically that is unrestricted; it is not interfered with at all.

Therefore, if the precaution is insisted upon the immigrants have only got to round by Canada; have they any restrictions in Canada?—No, they are proposed restrictions. The question was raised in the Dominion Parliament, but it was merely raised as a question.

Up to the present time they have no restrictions?—No, they have no restrictions at present.

In concluding this branch of inspection by consuls or otherwise, I submit the views of representatives of the steamship companies in Europe, which will be found in Appendix p. 146, *et seq.*

IS THERE CONSIDERABLE RETURN MOVEMENT OF EUROPEANS?

Your final proposition is:

Whether there is any considerable emigration from European countries of adult males, unaccompanied by families, with the purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States, with the cause if such movement exists.

That there is such a movement is undoubted, but that it is considerable in proportions the statistics in vol. II disprove. Those figures, given by months, show that the movement is spread pretty regularly over the entire year and with little variation corresponds to the movement in the cabins.

In calculating the permanent acquisition to our population the number who return to Europe should be deducted from the grand total arriving emigrants. These figures disprove the theory which prevails that large numbers come to this country in the spring for the purpose of obtaining employment in the summer, and return to their European homes in the autumn with the money earned during the season. While there is no doubt that this is carried on to some extent, the figures show that the movement is not so extensive as has been generally believed. It varies also as to lines; for instance, the North German Lloyd Company, which for some years has brought the largest number of steerage passengers to this country, shows the outgoing steerage passengers as greater in the months of May, June, and July, while the Red Star and Anchor lines show the maximum figures for November and December. The Liverpool lines show the greatest numbers of passengers of this kind in July, followed by December, June, August, and May.*

Relative to those who return to Europe in the steerage, it is found that among them are many who are able to go in the cabins, but the difference in fare is sufficiently great to warrant the temporary inconvenience found in the steerage as compared with cabin accommodation and the remark is made by such thrifty passengers that they know of no speedier way to make money than to save it by such a course.

That part of the statement relating to the Liverpool lines is interesting also in showing that the fast steamers secure the largest number and it may be suggested that these figures indicate that the movement of tourists to and from Europe is not confined alone to cabin passenger.

Respectfully submitted.

JNO. B. WEBER,
Chairman, etc.

WALTER KEMPSTER,
Member of European Commission, etc.

Hon. CHARLES FOSTER,
Secretary of the Treasury, Washington, D. C.

* Returns from all of above lines will be found in vol. II

APPENDIX.

CIRCULARS OF THE NORTH GERMAN LLOYD COMPANY.

[Sent to all persons applying for rates of passage, etc.]

Passengers forwarded via Bremen to America, Asia, Australia with steamships of the North German Lloyd Bremen. Exchange of German money in American, and drafts on all ports of America, Asia, Africa, and Australia. F. Mattfeld, 93 Invaliden strasse, Berlin.]

In response to yours of the — instant, I beg to inform you that our German steamers, owing to the prevailing strong desire to emigrate, are always engaged and their berths assigned a long time previous to their sailing. It is therefore in the interests of the passengers to secure their passage beforehand by sending me a postal-money order of fifteen marks for adults, half of this for children from 1 to 12 years of age, in order to insure their good faith, otherwise they run the risk of finding themselves unable to sail at the appointed time. At the same time you are requested to fill out the inclosed paper so as to enable me to cause your name to be printed on the steamship list of passengers and to send you a certificate of acceptance on the chosen steamer with receipt for your money, also instructions for traveling. The hand money serves only to secure the places, and is always deducted from the passage money. The same will never be lost with me in case you can not sail on the steamer selected by you, but will be taken into account when sailing with another one. You must only notify me four days previous to the sailing of said steamer of your inability to take passage on the same so as to enable me to fill your places.

Each passenger is allowed as space for his baggage one-half cubic meter (1 meter long 1 wide, one-half high) irrespective of weight. Larger pieces of baggage which would cost too much "overfreight" had better be sent beforehand to the North German Lloyd at Bremen. On your arrival at the depot in Berlin you will be met by one of my employes who will direct you to me and after settling with me will take you back to the depot for departure.

After these general and preliminary remarks which you must not lose sight of if you want a speedy and early embarkation I can not refrain from writing the following well-meant words: In the first place you are warned to be careful not to undertake a hasty departure and not to give any credence to the frequent rumors about free passage at the cost of steamship companies for working aboard ship or after payment in America. These rumors are spread by swindlers for the purpose of deceiving ignorant and credulous people and to get money out of their pockets.

I further consider it my duty to warn you and your friends to keep away from any English, Hollandish, and other non-German steamship companies who may give you many alluring promises never to be realized, as a great many complaints were made before the Commission of Immigration in New York about the treatment and feeding of German passengers aboard ship. The great excellence of the German mail steamers of the North German Lloyd at Bremen as to their seaworthiness, exemplary conduct of their experienced officers and effective crews, their celerity, combined with safety and good food for the steerage passengers, are all well known and generally acknowledged.

The passage rates for express and mail steamships of the North-German Lloyd at Bremen are as follows:

On Tuesdays, Wednesdays, and Saturdays an express steamship sailing for New York — marks.

On Thursdays, by mail steamship sailing for Baltimore, — marks for every person over 12 years of age; children under 12 years, half rate. Babies under 1 year, 10 marks.

From these rates the amount previously sent in as hand money is deducted.

For the passage money the passengers get a cot with mattress and woollen coverlet, also crockery and eating plate, and wholesome food in plenty during the voyage.

Mornings—Coffee, with milk and sugar, and wheat bread.

Noons—Soup, with fresh beef and potatoes, or pea soup with bacon, or bean soup with (pickled) salt meat, or sauerkraut and pork, or plain soup with bacon, etc.

Afternoon—Coffee, with milk and sugar.

Evenings—Tea, with milk and sugar, rye bread, butter, or sea biscuits.

The passengers have no need to bring along with them aboard ship any eatables, and they have equally no need to pay extra for any food aboard ship.

There is an erroneous impression prevailing among the public at large that they can promptly get passage aboard ship without going to the trouble of ordering their places beforehand. But they will be sadly disappointed upon arrival in the Hanseatic cities, as they will under no circumstances be forwarded to their destination directly, but will have to wait tediously and a long while until they succeed in getting a berth, especially in view of the present prevailing strong desire to emigrate.

It is, therefore, strongly urged, to secure passage before leaving home, through application for the same accompanied by hand money.

In reference to papers required by you for voyage, I call your notice that according to the passport law of 1867, and regulation ministerial of the 1st of December, 1889, no passports for going abroad are now required; a passenger needs only his identification papers; certificate of baptism or marriage, military papers and other official documents will serve the same purpose.

Only minors, *i. e.*, persons under 21 years of age, and who desire to go without being accompanied by their parents or guardians, have to be furnished with: certificate of their parents or guardians permitting them to go; the signature of the latter must be attested by the proper authorities. Persons subject to military duty, *i. e.*, those between 17 and 39 years of age, have to prove that there is nothing on the part of the military authorities to hinder their departure.

In reference to the right of landing in North America, attention is called to following notice:

"Agents, attention!"

"By the immigration law of the United States of North America landing is granted only to such persons who are able to work and gain a living. Landing is prohibited to weak-minded, idiots, lunatics, cripples, lame persons, persons afflicted with contagious or incurable diseases, pregnant unmarried women, unmarried women with children, also criminals and convicts."

We add to this that under persons designated in No. 3 as those "likely to become a public charge" are: Blind, lame, deaf mutes, cripples, women with children who have no relatives in the United States, unmarried pregnant women, unmarried women with children.

We further call to your notice that the law is applied without consideration whatever. For instance, the wife is excluded from landing by the medical inspector if she is a consumptive, while her husband and children are allowed to land; or a weak-minded girl is not admitted, though relatives send for her and are willing to furnish bonds for her support.

In view of all we have heretofore said, we request you to be very careful in accepting passengers, and in all doubtful cases to require our opinion before concluding a passage contract with the passenger in question. If we approve the acceptance of such a passenger you are relieved from any responsibility in that matter; but if you book a passenger who, upon examination, is found to be ineligible, you will be charged with 85 marks for his return passage.

NORTH GERMAN LLOYD PASSENGERS' DEPT.

BREMEN, *June, 1891.*

In conformity with the extracts of the law above given it will beseech that the steamship companies having offices in the Hanseatic cities take every precaution not only to comply with their own law, but to notify their subagents of existing laws in the United States, as shown by the foregoing circulars, and which they are required by their laws to deliver to every applicant for passage tickets.

CIRCULAR OF HAMBURG-AMERICAN PACKET COMPANY.

HAMBURG, *November 11, 1891.*

To our agents:

To meet numerous inquiries put to us in consequence of our circulars dated February 5, 1889, and June 4, 1891, we give you on the other side an extract of the United States immigration act, of which please take note and act accordingly. We request you again to see to it that no persons are accepted for transportation whose landing in the United States will meet with difficulties.

In doubtful cases you will inquire of us, filling up the list of questions as per copy on the other side, and not book the passenger before you are informed by us that he can be forwarded.

In case any passengers booked by you be refused permission to land in the United States, and it appears that with proper care on your part you should have discovered the difficulty, we shall have to hold you responsible for the amount of the return passage, 80 marks net, and also for transportation expenses from Hamburg to the passenger's home.

Yours respectfully,

HAMBURG-AMERIKANISCHE PACKETFAHRT AKTIEN-GESELLSCHAFT, PASSAGE DEP'T.

EXTRACT FROM THE UNITED STATES IMMIGRATION ACT.

The person intending to emigrate should carefully read the extract before filling out the list of questions on the next page (144).

According to the law of the United States of America of March 3, 1891, the following persons will be refused permission to land :

(1) Imbeciles, idiots, and insane persons.

(2) Cripples.

(Exceptions can be made in certain cases, for instance with children traveling with or to their parents, or persons who are expected by relatives giving bond for their support. Under certain conditions it is important to know in deciding a case whether the infirmity of the passenger impairs his ability to support himself.)

(3) Persons suffering from a loathsome or a dangerous and contagious disease. (Consumption is counted among these.)

(4) Paupers, *i. e.*, persons likely to become a public charge.

(This includes inmates of poorhouses or persons supported by the community or State; beggars; persons unable to work on account of old age or for other reasons, orphans who are not old enough to earn their own living unless they are expected by relatives, who give bond for their support; persons bodily or morally degraded, *i. e.*, drunkards; single women or widows with children or in a pregnant condition unless expected by relatives who give bond for their support. Unmarried women with children or in a pregnant condition traveling alone: exceptions have been made in cases where the intended husband expected the arrival and the marriage took place before landing.)

(5) Persons convicted of a felony or other infamous crime or misdemeanor involving moral turpitude.

(Political criminals are excepted.)

(6) Polygamists, *i. e.*, persons having several wives, for example, Mormons.

(7) Persons whose passage is paid for by others or who are supported or assisted by others in emigrating, if it is not already shown that the person in question does not belong to one of the excluded classes of emigrants.

(The assistance itself is, therefore, not the cause of exclusion, but in case an emigrant is suspected of belonging to one of the barred classes of emigrants is regarded as an aggravation.)

(8) Persons who want to emigrate on the strength of a labor contract closed before they arrive in America. (Act of February 26, 1885.)

(A labor contract is a binding obligation between employer and employé, whereby the employer agrees to engage the workman on certain terms.)

The following persons are excluded under the provisions of this act of the 26th of February, 1885: Private secretaries, servants, and domestics engaged by foreigners transiently living in the United States; persons engaged in an industry requiring particular skill and not yet pursued in the United States if such workmen can not be secured in the United States; ministers of religious societies, professors, teachers, actors, artists, orators, singers, domestics, and tradesmen.

According to section 4 of the law of 3d of March, 1891, steamship and other transportation companies and shipowners are forbidden to invite or encourage migration to the United States either directly or through agents in writing, in print, or verbally; only ordinary business letters, circulars, notices, or verbal representation regarding sailings of vessels, rates of passage, and condition and advantages of the steamship company are permitted.

Whenever a doubt exists as to the admission of an emigrant it is absolutely necessary that an inquiry should be addressed to the steamship line in which the case is explained and a decision asked for.

LIST OF QUESTIONS REGARDING PERMISSION OF AN INTENDING EMIGRANT TO LAND IN THE UNITED STATES.

These questions must be plainly and truthfully answered and then sent to the agent or the steamship line, who will reply as soon as possible whether the landing is likely to be permitted or not. In case no answer is received within eight days the applicant must be informed that the application has been sent to the United States authorities, so that a decision can not be expected before four or five weeks.

The emigrant will be held responsible for all consequences of false statements.

QUESTIONS.

[In case the reply received is favorable, the emigrant should carefully preserve this paper in order to present it upon being examined when landing in America.]

- (1) Christian name and family name? ——— ———
- (2) Age? ——— Residing in? ———
- (3) Occupation or trade? ———
- (4) Destination in the United States? ——— ———
- (5) Traveling alone or in company? In the latter case state name of companions and their relationship to applicant.
- (6) Is the person expected in America? Who are the persons expecting him or her? Where do they live, and how are they related to the emigrant? (Exact address must be given.)
- (7) State the reason why a doubt exists that the person will be permitted to land.

———, the ——, 18——.

Signature: _____

Address: _____

ANSWER.

SKETCH OF A SHORT NOTICE TO BE PRINTED ON TICKETS, PROSPECTUS, ETC.

The United States law of March 3, 1891, excludes the following persons from landing:

Idiots, imbeciles, insane, cripples or persons afflicted with bodily infirmities, consumptives, persons with loathsome contagious diseases, criminals, inmates of poorhouses, persons unable to work and having no friends to care for them, unaccompanied women with children when they are not expected by their husbands or relatives who would care for them, professional beggars, girls with children or in a state of pregnancy, laborers who previous to their leaving were engaged by contract to work. In all doubtful cases inquiries must be made of the steamship company before the embarkation of emigrants.

IMMIGRATION LAWS OF THE UNITED STATES FROM MARCH 3, 1891.

The aim which the United States Government had in view in enacting the above law, is plainly shown from the report given below of the conference held on October 1, 1891, between the United States Commissioners of Immigration and the representatives of several steamship companies. The Commission declared that strongable-bodied men willing and able to work are not excluded under the law, but on the other hand that Government will take decisive measures to prevent the United States from becoming the dumping ground of criminals, sick, crippled, beggars, convicts, in short, all persons becoming or who may become a public charge or detrimental to the welfare of the community, and that the importation of laborers under contract with American manufacturers will be strictly watched and prevented.

EXTRACT FROM CIRCULAR SENT TO SUBAGENTS OF THE HAMBURG-AMERICAN AND NORTH GERMAN LLOYD STEAMSHIP COMPANY.

Bremen, October 1, 1891.—As already announced by telegraph, the representatives of the North German Lloyd, Hamburg-American Packet Company, Netherland-American Steamship Company, General Transatlantic Company, and Red Star Line have met here. The meeting was called to order by Col. Weber, United States Superintendent of Immigration, who is at the head of a Commission sent by the United States Government to Europe to investigate the causes relating to immigration to United States. A similar conference of representatives of all the steamship lines (English) was recently held in Liverpool with favorable results. It was especially desired to hear the opinions of different shipping lines' representatives, concerning the advisability of inspection by the consular authorities, of those intending to emigrate to United States, or have them subjected to the inspection of subagents of the companies who are dispersed over the whole land, and in such case whether the companies have a sufficient control over them. All these questions are not only of great importance to the United States, but of financial import to the shipping companies as well, as the United States Government is determined to enforce the law by further restrictions of immigration if the companies can not or will not sufficiently exercise caution in selecting emigrants, and this will cause heavy financial losses to the shipping concerns.

It is evident that the United States will accept good German laborers, but a great many lazy and incapable people are going over, for the most part of non-German nationality, who use one of the ports of the above-named companies for embarkation. As to whence all such people come and what causes drive them to emigration the Commission gathered valuable information during their travels through Russia, Austria-Hungary, Italy, France, Belgium, Holland, and Great Britain. This voyage was undertaken by the direct order of the United States Treasury Department as a consequence of the ever-growing desire there to check the immigration stream, as it carries along with it elements detrimental to the workingmen, and helps to swell the multitude of convicts and mendicants. When we consider what short process was made with the Chinese over there, it may be taken for granted that similar energetic measures would have to be taken in the United States in case subagents of companies, derelict in their duty, will palm off such undesirable immigrants.

Col. Weber clearly showed all this before the assembled representatives of the above-named companies, and warned them against the shipping of emigrants who on the ground of the so-called contract-labor laws would not be permitted to land. He pointed to the possibility of further restrictions in immigration laws. The meeting unanimously assented to the proposition to order an inspection of emigrants by the subagents of the companies, as the latter would be well able to have them under control. A consular inspection is not deemed feasible from tactical grounds.

It may be incidentally remarked, that the Commission after many months of labor has completed its task in Europe and will shortly go on their homeward journey. Owing to the voluminous mass of gathered material it will take some time before the official report will be published.

LETTERS FROM STEAMSHIP COMPANIES RELATING TO EUROPEAN INSPECTION.

[The Liverpool Steamship Owners' Association, 10 Water Street.]

LIVERPOOL, August 14, 1891.

SIR: In addressing you on the subject of emigration to the United States, am instructed by the Atlantic passenger lines, members of this association, to convey to you their expression of gratification for the opportunity recently afforded them of discussing the American immigration acts with your Commissioner and to add their views upon the suggestions proposed for consideration by the Commission, viz:

(1) The feasibility of agents booking passengers certifying to their being fit and proper persons to be admitted into the United States, and as being free from any disqualifications cited in the United States immigration act, 1891.

(2) Whether in the event of suggestion (1) being disapproved of, such certificates should not be given by American consular officers.

Whilst either of these courses would not obviate critical examination on the passenger disembarking in America, the additional annoyance, cost, and difficulty entailed in obtaining these certificates of a reliable nature, particularly as there is no law in this country that could be put in force to punish a passenger for making, or agent for issuing any false statements, would, in the opinion of the lines interested, only tend to still further foster indirect immigration into the United States.

The Atlantic members of our association have an organization giving them control over their agents, and they would venture to suggest as an alternative to either of these proposals, and for more restrictive legislation, that the steamship companies undertake on proof being afforded from the Immigration Bureau at any of the United States ports, that immigrants had knowingly been booked by any agents in contravention of the terms of the immigration act, a copy of which has been supplied to each agent, that such agent should be disqualified from acting for any one of the companies for a period of twelve months, or otherwise penalized as the circumstances of the case deserve. This, coupled with the fact that the companies themselves are naturally anxious to avoid the maintenance of undesirable immigrants at New York, and the cost of their return to this country, would, in the opinion of our members, be more efficacious than any thing yet suggested to prevent undesirable persons from being shipped by the Atlantic lines of this association, while not interfering with or restraining the natural flow of the better class of immigrants.

I might here say that a very large and increasing proportion of so-called immigrants into the United States is composed of steerage passengers who have come from America to visit Europe. So far as I have been able to ascertain the number of steerage passengers leaving the ports of New York, Boston, and Philadelphia number 91,000 passengers, and it may be taken that at least four-fifths of these passengers return to the United States.

I am, sir, yours, obediently,

GRAY HILL,
Secretary.

Col. WEBER,

(Care Messrs. Brown, Shipley & Co., Founders Court, London.)

[Red Star Line Royal Belgian Mail Steamers. Direct between Antwerp and New York and Antwerp and Philadelphia.]

ANTWERP, October 14, 1891.

DEAR SIR: You expressed the desire at the meeting in Bremen of the 1st October to receive a letter from the steamship companies on the question discussed in this meeting, viz, the practicability of an inspection of intending emigrants by the United States consuls or by the company's subagents and the result which may be expected from the one or the other inspection system with a view to prevent the embarking of what is called undesirable emigrants. After having carefully examined and considered Mr. Strasser's report on said meeting, and especially on the information and explanations which you have furnished at said meeting on the intentions and laws of your Government, we beg now to give you our views on the matter.

It seems to us that the so-called undesirable emigrants may be divided into two classes:

(1) Such emigrants that bear on them the signs of their probable rejection, and who can therefore surely and easily be found out. To this class would belong cripples, insane persons, persons with contagious disease, women in an advanced state of pregnancy, and, in short, all emigrants who are undesirable, we would say, for physical reasons.

(2) The emigrants whom the law excludes for moral reasons, and who, therefore, are more difficult to be detected. To this class belong, for instance, convicts, polygamists, contract laborers, etc.

Now, as to the emigrants coming under class 1, all that seems necessary to prevent their embarking is a careful medical inspection when the emigrants are shipped. Such medical inspection takes place at present and for our line, it is a double, even triple one, first, by the Belgian Government's doctor; second, by the ship's surgeon, and, third, by the company's superintendent doctor. It may be as you said that this inspection has heretofore taken place more with regard to the hygienic condition of the ship and passengers than with a view to discover undesirable emigrants; however, our line already gave instructions to the latter effect to our doctors some time ago, as you saw from our circular of May 6, and after the Bremen conference we do not doubt that this medical inspection will be made everywhere with a view to meet your laws. Mr. Strasser suggested that another doctor acting under the control of the United States consul at the port of embarkation might join the ship's and Government's doctors. Superfluous as this measure seems, we would have no objection whatever to such a consular medical inspection if it can assist the companies in keeping off objectionable emigrants and give satisfaction, as you think, to your Government. We see only one possible difficulty, that is the question to whom the decision belongs about embarking or refusing such emigrant cripples in whose favor an exception may be made. The doctor would from his standpoint only know cripples as such, and consequently pronounce for their rejection, although there may be reasons which will make it certain that you would permit their landing. Your colleague, Dr. Kempster, stated himself a very striking case of a deaf and dumb child educated in France and going to New York to join his parents living there. In such and similar cases the doctors' judgment as to the physical condition should not prevent the companies to let the emigrant proceed, of course at his risk, and after discharging the doctor from any responsibility.

As to the emigrants coming under class 2—i. e., undesirable for moral reasons, it is the question whether the consular inspection is to take place in the interior or at the port of embarkation. In the first case, one of the greatest difficulties and which you pointed out yourself would be the scarcity of United States consuls (if we are not mistaken, there are but two consulates in Hungary, one in Poland, none in Galicia, etc.). People would have to travel long distances to reach the consuls unless the inspection takes place by correspondence, but, in both cases, the consul would have to go by the documents the emigrant lays before him since he knows nothing of him, and in many cases it will be difficult, if not impossible, to identify the emigrant. Last, not least, measures would have to be taken to see that the inspected emigrant is the same emigrant who lands on your side. If the consular inspection takes place at the port, the difficulties are even greater on account of the large number and the absolute impossibility to judge an emigrant on other grounds than his papers. Another circumstance should not be forgotten—that is, the hostility of most European governments to emigration: those emigrants whom you consider as desirable to receive, our Governments consider as very undesirable to lose, and the gentleman was right who remarked in Bremen that in many countries the authorities would refuse all papers which well-to-do people might ask in order to be enabled to emigrate to America. (We add at once that we do not think that the authorities would furnish papers to convicts, criminals, etc., in order to get rid of them, because we have always considered as groundless the charge against European governments that they throw their low class of people intentionally on your hands.) The result might be that the consular inspection will keep away, together with a very small percentage of undesirable emigrants, a very large number of well-to-do people, and makes emigration more expensive to them at any event, and more difficult through the journeys to the consuls' residences, fees for papers, inspection, etc., and it is admitted that every dollar out of an emigrant's pocket makes him so much less valuable.

Now, comparing to this the agent's inspection, the advantage at once suggests itself from the foregoing. Whilst the consul does not know the emigrant, has

difficulty to identify him, and must rely upon papers which it is difficult and expensive and often impossible for the emigrant to procure, the agent lives on the spot, knows the emigrant, his physical and moral position, his habits, his family, his financial standing, and he, in the great majority of cases, is able to pronounce at once a good and reliable judgment on the man. The companies do not claim to have agents in every village, but they are well scattered and distributed over the country, and certainly their number is 100 to 1 consul, and good deal more. The next question presenting itself is whether the agents will and can inspect the emigrant in compliance with your law. Mr. Strasser pointed out already that the agents themselves have the greatest interest not to have their emigrants returned because it hurts their reputation, as the emigrant and his relatives can justly blame the agent for his carelessness or stupidity. On a returned emigrant might ruin an agent's business, because such a case is promptly known in the agent's district and confidence in him will be shaken thereby. But the steamship companies have also the power to make a careful examination of emigrants compulsory by a very simple method, which is to hold the agents responsible for the return passage. You expressed a doubt as to the possibility of enforcing such a rule, but there is no difficulty whatever. An agent refusing to pay would be in state of insubordination and no line could tolerate this; besides an agent dismissed would not easily find new employment on account of the license difficulties which were explained to you at length in Bremen. The only difficulty is for the agent to tell who is a desirable emigrant and who is not.

The meeting in Bremen must have shown you that even the steamship companies are not sure about the interpretation of your law in some of its dispositions. We think, however, that after your explanations in Bremen on the law and the intentions of your Government, the same can be made sufficiently clear to any somewhat intelligent agent. To this effect extracts of your law, circulars, and other forms necessary for a good organization of the agent's inspection are now in the way of preparation. They will form the object of a second letter when they will be submitted to you after the other lines have examined and approved them.

In order not to omit any point in this important question, we still refer to that percentage of emigrants which does not pass through the hands of agents, a percentage which differs for the different lines. Such emigrants will have to be examined more closely than the agents' emigrants by the staff of the passenger departments of the different lines when they purchase their tickets.

The conclusion at which we arrive is the same as in Bremen, *i. e.* that a consular inspection is utterly impracticable, and would, if practicable, give doubtful results.

An agent's inspection would answer the purpose if properly organized, and there is no reason why it can not and should not be properly organized.

We remain, dear sir, yours respectfully,

VON DER BECKE & MARSILY,

COL. WEBER.

United States Commissioner of Immigration, New York.

SIR: At the meeting in Bremen on October 1 last you expressed the wish that the steamship companies should communicate to you in writing their views upon an inspection of the emigrants, to be effected either, first, by the United States consuls, or, second, by the agents of the steamship lines.

After duly considering all circumstances connected with this question, the two undersigned companies take the liberty to state their opinion, as follows:

(1) An inspection of the emigrants by the United States consuls is, no doubt, feasible, as the United States have the right to decree that no emigrants are to be allowed to land who are unable to produce a certificate signed by a United States consul. But the effect of such a measure would be almost prohibitive, even if the number of the consuls in Europe were increased to such an extent as to allow of the work connected with the necessary inquiries being duly carried out. A consular inspection of the emigrants in the ports of embarkation would, of course, be nothing more in fact than a pure matter of form, as there would be no opportunity to examine the correctness of the statements made by the emigrants. In order to obtain reliable information as to whether persons wishing to emigrate to the United States belong to the desirable class of emigrants or not the consuls would, if they do not by chance exactly know the persons in

question, have to apply to the emigrants' home authorities. There are, however, good reasons to doubt whether these authorities would feel bound or be allowed to give such information, the more so as they would assume a certain responsibility by doing so. But it may be taken for certain that in such countries where emigration is not looked upon with favorable eyes (such being the case everywhere, with perhaps one temporary exception), the refusal of the desired information would be used as a means to prevent the emigration to the United States also in those cases in which the laws of the different European countries would be insufficient to do this. The effect of such a measure would, as stated above, be equivalent to an interdiction of the immigration into the United States and would lead the stream of immigration into other channels.

(2) We consider, however, that an inspection of the emigrants by the agents of the steamship companies would not only be practicable, but would also be proper means to meet the laws of the United States in keeping back undesirable immigrants. Though the steamship companies do not possess an agent in each place, they nevertheless command the services of a very considerable number of representatives. It may be taken for granted that in many cases the agents will know the emigrants personally, in other cases they will at least temporarily enter into personal intercourse with them and can easily inform themselves about their circumstances. For some time past already, our agents have been instructed that they have to indemnify us for the cost of the return voyage of those emigrants, who, according to the laws of the United States, are not allowed to land. As the amount of indemnification is in no proportion to the benefit obtained by the agent in such cases, we consider that this measure can be regarded as the most efficacious means as much as possible to keep back undesirable immigrants. It would, however, be desirable that some of the legal prescriptions should be more clearly defined, so as to enable us to hold our agents responsible to a greater extent than is now the case. We further consider that the comparatively few cases in which passengers by our steamers were not allowed to land during the last months, and which as far as we can judge did not originate in a deliberate or careless disregard of the law, might then perhaps have been avoided. There can moreover be no doubt that against an agent who engages emigrants of whom he knows that they will be refused to land, an action can be brought by the steamship companies as well as by the emigrants who have been returned. By the latter the agent could be sued for a full indemnity of the loss and damages incurred. Considering the vigorousness with which the laws respecting emigration agents are enforced in all countries, it is quite certain that an agent who deliberately or carelessly causes prejudice to emigrants in this way will lose his license and never recover it.

We beg to resume our views in stating that an inspection of the emigrants by the agents of the steamship lines will be more efficacious than any other means, only a sifting and not a stoppage of immigration is intended, and remain, sir,

Yours, very truly,

LOHMANN,
Norddeutscher Lloyd.

HAMBURG, *December 14, 1891.*

JOHN MYER,
Hamburg-Amerikanische Packetfahrt-Actien-Gesellschaft.

BREMEN, *December 15, 1891.*

Col. WEBER, *New York.*

N ABRIDGED SUMMARY OF LAWS, SPECIAL AND RESTRICTIVE, RELATING TO THE JEWS IN RUSSIA, BROUGHT DOWN TO THE YEAR 1890.

General observation.—It must be remarked that many of the laws here given contradict one another. This fact must not be regarded as involving any inaccuracy in transcription or translation. In Russia, laws are piled on one another without satisfactory consolidation. Hence the contradictions, which, as they exist in the original text, exist also in this summary.

ON RELIGION.

A married (man or woman) who adopts the orthodox Christian faith must give a declaration to the effect that (he or she) will endeavor to convert (his wife or her husband) to the same faith. (Sec. 81, Vol. X, part 1, issued 1887.) Should either a husband or a wife (but not both) adopt orthodoxy, both are

prohibited residence outside the pale of Jewish settlement. (*Ibid.*, and sec. 1, Supp. on Passports, Vol. XIV, ed. 1857.)

If a Jew or Jewess converted to the Christian orthodox religion does not agree to continue his or her life with the spouse remaining in the Jewish religion, the marriage is dissolved, and the convert can marry a person of the orthodox religion. (Sec. 81, Civil Laws; Code of Laws of the Russian Empire, Vol. X, part I, ed. 1887.)

Jews on reaching their fourteenth year, may be received in the orthodox church without permission of their parents or guardians. (Sec. 1, Supp. to sec. 78 of the Law on Prevention of Crimes, 1876.)

The minister of the interior may allow Jewish children to be converted to any of the Christian denominations that are tolerated in the Empire, even without the consent of their parents. (Sec. 3, Supp. to sec. 76, Law Regarding the Religious Affairs of Foreign Denominations, Vol. XI, part 1 (ed. 1857); sec. note to sec. 94, Law on Prevention of Crimes, Vol. XIV, 1876.)

If either husband or wife adopts Christianity, the children under 7 years of age of the same sex as the convert shall also be baptised. (*Ibid.*, Supp. to Art. 76, sec. 6.)

Every convert to Christianity shall receive a monetary payment of from 15 to 30 rubles, without distinction of sex, and children half that sum. (Sec. 6, Supp. to sec. 78 (note), Law on Prevention of Crimes, 1876.)

Rural communities of Jewish agriculturists shall keep apart from settlers belonging to another persuasion. (Sec. 979, Vol. IX, 1876.)

For the office of rabbi, only such persons are eligible who have passed a course of instruction either in the old Rabbinical schools, or in a training college for teachers, or in one of the public higher or middle class educational establishments. No one, except the rabbis or their assistants, may perform the rites of the Jewish faith. Marriages or divorces not having taken place before the rabbi or his assistant, will be considered illegal. (Vol. XI, part 1, Law on the Religious Affairs of Foreign Denominations, secs. 1083 and 1086, and note: Sec. 1135, and note, issued 1886 and 1887.)

N. B.—Both Rabbinical schools were closed in 1873, *i. e.*, seventeen years ago. Of the two training colleges for teachers, one, namely, that of Zitomir, was closed in 1885. Besides, when these colleges were founded, it was ordained by law, that such pupils as intended to become rabbis should not be received into the public educational establishments, it is well known that there neither the Hebrew language, nor the Hebrew religion is taught, but only such branches of knowledge as have nothing in common with Jewish theology. Consequently such so-called crown rabbis must necessarily be elected who receive their education at the higher and middle class public establishments, but who are absolutely unable to perform religious rites which require theological knowledge. Thus it comes to pass, that the religious requirements of the Jewish communities can not be provided for in a legal manner.

Synagogues and houses of prayer in the same streets and squares where orthodox churches exist must be situated at a distance of at least a hundred sajen from the latter. (Sec. 258, Vol. XII, part 1, Law on Buildings.)

Public prayer and worship may only be held in the synagogues and houses of prayer. Jews holding divine worship in their houses without permission of the authorities will be punished by law. (Note to secs. 1060 and 1061, Vol. XI, part 1, Law on the Religious Affairs of Foreign Denominations, 1857; sec. 98, Vol. XIV, Law on Prevention of Crimes, 1876.)

The establishment of synagogues is allowed only in places where there are not less than eighty Jewish houses, whereas houses of prayer can be started only in places where there are not less than thirty Jewish houses. (Vol. XI, Religious Affairs of Foreign Denominations, sec. 1062: Build. Laws, sec. 259.)

N. B.—Thus in places with a smaller Jewish population the Hebrews are prohibited public prayer under pain of criminal prosecution.

Robbery of articles used in public worship, and of effects appertaining to the synagogue, is not considered as sacrilege. (Secs. 219-223, Penal Code, 1835; sec. 170, Law on Punishments by Justices of the Peace.)

ON DUTIES TOWARDS THE STATE.

I.—Military duties.

A person who is not a Christian, but whose brother has adopted orthodox religion and lives apart, will not have the right of exemption as the only support of the family. (Explanation of Sen., 22 Dec., 1877, No. 9532, 1885, and Oct. 17, N. 7274.)

Those who do not contribute to the support of the family forfeit the right of exemption of the first or second class. But this law does not apply to converts to Christianity. (Sec. 48, Law about Military Duty, Vol. IV, 1886.)

The rules laid down in sec. 51 of the law on military duty, according to which persons called out for services or being already in service can offer as substitute a brother or another relative, do not apply to Jews. (Law of 31st January, 1839.)

Jews can not be elected by their towns as members of recruiting committees. (Imperial order of May 20, 1874.)

In the Kingdom of Poland also, Jews can not be elected members of the recruiting committees. (Circular of the minister of the interior, 1874, May 27, No. 911.)

No documents of any kind affording the right of carrying on a trade or a profession will be issued to Jews under any condition, except when they have produced evidence that they have been registered in the recruiting districts. (Sec. 161², Law on Military Duty, 1886.)

The removal of the names of Jews to divisions of other districts or governments is only permitted if they have resided in the locality to which they wish to belong not less than two years. (For non-Jews a previous residence of only three months is required.) In case of removal to divisions outside the pale of settlement, they lose all rights of exemption accruing from certain conditions of family relations. (Sec. 119¹, Law on Military Duty, 1883.)

The military authorities have the right to submit Jews, whose entering the service has been postponed on account of bodily infirmity or insufficiently developed muscular strength, without notice, to a medical examination; such authorities not being obliged to pay any regard to the time prescribed by law for this purpose. (Note 2 to sec. 146, Law on Military Duty, 1886.)

Jews who have adopted orthodoxy, will, before they have entered the service, and notwithstanding the classification according to denominations, be considered as Jews. But once they have entered the service they will be considered as Christians. (Explanation of Rules by the Senate, 1886, February 19, No. 1342.)

Should there be in any district a deficiency in the number of Jews eligible as recruits, either of those not exempt, or of those who on account of family conditions have a right to exemptions of the third or the second class, it is permitted to draft into the army such Jews as enjoy the exemption of the first class. (Note 2 to sec. 152, Law on Military Duty, 1886.)

The family of a Jew who has evaded the fulfillment of his military duties will have to pay a fine of 300 roubles. The amount of the reward paid to anyone arresting a Jew who has evaded his military duties will be fixed by them in order of the interior. (Sec. 360 and note, Law on Military Duty, 1886.)

N. B.—The restrictions cited under this heading were called forth by the charge leveled against the Jews, that they tried to evade their military duties. But the official data disprove the charge. The proportion of the number of Jews liable to conscription, to the number of non-Jews equally liable, must necessarily equal the proportion of the Jewish male population to the non-Jewish. According to the data produced in the "Journal of Statistics," issued by the central statistical committee, the male population of all denominations in European Russia, for a period of twelve years (1875-1886), consisted of an average of 37,918,932, of whom 1,496,076 were Jews, equal to 3.95 per cent of the entire population. Now, it appears from the printed accounts of the ministry of the interior that during these twelve years there were called for the purpose of conscription, 8,434,449 non-Jews, or a yearly average of 702,871, and 446,802 Jews, or a yearly average of 37,233. Thus 5.80 per cent were Jews. This means a far higher percentage of their number in comparison with their percentage in the general population.

In 1887, according to the reports of the ministry, printed in the Government Gazette, there were called out: Non-Jews, 898,992; Jews, 42,407, *i. e.*, 5.31 per cent. In 1888: Non-Jews, 862,254; Jews, 44,918, *i. e.*, 5.20 per cent. Finally, in 1889: Non-Jews, 844,019; Jews, 46,190, or 5.47 per cent.

During the same period of twelve years (1875-1886) there were drafted into the army: Non-Jews, 2,381,272, or a yearly average of 198,439; Jews, 94,535, or a yearly average of 7,873, *i. e.*, 5.97 per cent. In 1887: Non-Jews, 234,085; Jews, 12,263, or 5.24 per cent. In 1888: Non-Jews, 249,087; Jews, 13,141, or 5.27 per cent. In 1889: Non-Jews, 254,106; Jews, 14,552, or 5.72 per cent.

Thus we find that, whereas the fair proportion of Jewish soldiers in the Russian army should be, according to these numbers, 3.95, the actual proportion of Jewish soldiers was largely in excess of the fair percentage; indeed, nearly half as much again as the equitable proportion

II.—Taxation.

Over and above the ordinary assessments to which the rural population and the inhabitants of the towns are liable, the Jews have to pay the following special taxes:

1. The "Box tax," which again is subdivided into two classes: (a) universal or general, (b) private or subsidiary.

The general tax is levied:

- (1) On every animal which is slaughtered kosher:*
- (2) On every bird which is slaughtered kosher:*
- (3) On every pound of meat which is sold as kosher:*
- (4) Penalties and fines for evasions of the law on this point are to be utilized for the objects for which the tax was instituted.

The subsidiary tax levied from the Jews consists of:

(1) A certain percentage on the rents of the houses, shops, and warehouses of Jews.

(2) A certain percentage on the profits of factories, breweries, industrial establishments, and other trade enterprises carried on by Jews.

(3) A certain percentage of the capital bequeathed by Jews.

(4) A tax on apparel specially worn by Jews and Jewesses. For the wearing of a skull cap (used by Jews during domestic prayers) a tax of 5 silver rubles a year is levied. (Secs. 1, 5, 8, 10, note to sec. 231. Law on Taxes, Vol. v., 1857.)

II. Candle tax (on Sabbath lights), amounting to 230,000 rubles a year. (*Ibid* secs. 9 and 67.)

III. Tax on printing offices, amounting to 20 rubles for every printing press worked by hand, 120 rubles for every small machine press, and 200 rubles for every large or double machine press. (Note to sec. 158, Vol. XIV, Law on Census, 1886.)

ON THE EDUCATION OF JEWISH YOUTH.

Jewish children are admitted only in the public and private educational establishments of places in which their parents have a right of residence. (Sec. 966 Vol. IX, Circular of 1876; Circular of the minister of public education, 1884, July 15, No. 9846.)

The issue of subsidies formerly granted to Jewish boys and girls receiving their education in the public educational establishments superintended by the ministry of public education from the sums set aside for the education of the Jews, and amounting to 24,000 rubles annually is abolished. (1875, July 25 (54, 934A); Imperial Assent to the Budget of the Committee on Ministers.)

In accordance with section 967 of the same volume, Jews who have passed a public middle-class school are allowed to enter universities, academies, and other higher educational establishments without restriction. In 1880 the authorities commenced to restrict the number of Jews so entering. In 1882 the number of Jewish students in the Military Academy for Medicine was limited to 5 per cent. At present no Jews at all are admitted at this academy. In 1883 the number of Jewish students in the Mining Institute was also limited to 5 per cent. About the same time their number was also limited in the Engineering Institute for Public Roads. In 1885 the Jews at the Technical Institute at Charkoff were limited to 10 per cent. In 1886 a prohibition was issued against the admission of any Jews at all at the Veterinary Institute at Charkoff. In 1887 the number of Jews to be admitted at the Institute of Civil Engineers was fixed at 3 per cent. And finally, in accordance with the proposals of the committee of ministers, which received the Imperial assent on December 5, 1886, and June 26, 1887, the minister of public education obtained the right of restricting the number of Jewish pupils in the educational establishments generally. The ministry thereupon limited, in all schools and universities, the number of Jews residing in places within the pale of Jewish settlement to 10 per cent, in places outside that pale to 5 per cent, but in St. Petersburg and Moscow to 3 per cent of the total number of pupils in each school or university. This without regard to the proportion of Jews to the general population in any one place.†

*According to Jewish rite and declared fit for food. The tax is farmed, and adds 2d. or 3d. to the retail price of meat.

†It is the religious duty of every Jewish housewife to light at least two candles on the eve of the Sabbath and festivals, and this custom is most rigorously carried out.

‡In some places the Jewish population is 80 per cent of the entire population.

Since 1885 Jews are not allowed to hold university scholarships derived from the public treasury, and can only enjoy scholarships derived from private endowments.

The proceeds of the candle tax is to be applied to the building of Jewish schools.* (Section 9, note to section 281, Tax Law, Vol. v, 1857; section 1067, Law on the Religious Affairs of Foreign Denominations, Vol. XI, part 1, 1857.)

N. B.—The rabbinical schools of Wilna and Zitomir have been converted into training colleges for teachers. The Jewish state schools for secondary education have been closed by Imperial order. Those for elementary education have been preserved only in those places where the number of public schools proved insufficient on account of the large population of Jews. The training college of Zitomir has been closed by order. (Note to section 1083, Law on the Religious Affairs of Foreign Denominations, Vol. XI, part 1, 1857; Imperial assent to the report of the Ministry of National Education, 28th November, 1885.)

ON PERSONAL STATUS AND RIGHT OF SETTLEMENT AND MOVEMENT.

The Jews are declared to be aliens, whose social rights are regulated by special ordinances. (Note 7, section 835, Vol. IX, 1876.)

I.—Permanent residence within the Pale of Jewish settlement.

In the whole Russian Empire (exclusive of the Kingdom of Poland) the Jews are prohibited from permanently residing or settling anywhere, except in the following fifteen gubernia: Bessarabia, Vilna, Vitebsk, Volhynia, Grodno, Ekaterinoslav, Kovno, Minsk, Mohilev, Podolia, Poltava, Taurida (except Sebastopol), Cherson (except Nicolaiev), and Tshernigov, also in the gubernium of Kiev, exclusive of the city of Kiev. These gubernia are, therefore, called the Pale of permanent Jewish settlement. (Sec. 16 of the Law of Passports, Vol. XIV, 1886.)

Jews who are merchants of the first guild† may live in the city of Kiev, but only in the Libiedsky and Plossky districts of the town. (*Ibid.*, sec. 17, Vol. IV.) In the towns Nicolaiev and Sebastopol the right of settlement, of carrying on trade, or the business of contractor, or of obtaining house or landed property, is granted only to Jewish merchants of either guild. (Law on Passports, Art. 6.)

Jews are prohibited from residing permanently in the western gubernia situated next the frontier, and also in Bessarabia within 50 versts‡ of the frontier. From this rule are excepted those Jews who were registered in these localities before 27th October, 1858, or who possessed before 27th October, 1858, house and landed property in these localities, although they did not belong to such communities. (*Ibid.*, sec. 23.)

II.—Permanent residence outside the Pale of Jewish settlement.

Outside the above-mentioned fifteen gubernia only those Jews are permitted to reside who can be classed under the following categories:

(1) Merchants of the first guild, both of the Russian Empire and of the Kingdom of Poland, who have satisfied the special conditions established by law.

(2) Jews who have a diploma of doctor of medicine and surgery, or of doctor of medicine; or who have a diploma of doctor or master of one of the other faculties of the university.

(3) Jews who have discharged their military duties in accordance with the recruiting law and belong to the reserve; also those soldiers and non-commissioned officers who have unlimited furlough.§

(4) Jews who have passed the higher educational establishments, inclusive of those for the study of medicine.

*As a matter of fact the money is frequently used for other purposes unconnected with educational or other wants of Jews.

†The monetary qualification for this guild is payment of taxes of not less than 1,000 rubles per annum—of course, a very exceptionable condition.

‡About 33 English miles.

§This privilege has now been lost by the Jews.

(5) Graduates in pharmacy, dentists, and surgeons, also midwives.

(6) Jews who are studying pharmacy, surgery, and midwifery.

(Vol. XIV. Law on Passports, sec. 17.)

In the gubernium of Courland, as also in Shlok (Livonia), only those Jews reside permanently who were registered there according to the revision before April 13, 1835. Of the Jews settled in Shlok, only those shall be allowed permanently to reside in Riga who had settled there before December 17, 1841. The settlement of Jews in Riga, whether from other gubernia or from Shlok, is prohibited. (Vol. XIV, Law on Passports, sec. 17.)

Jews from Bokhara and Khiva, as also Jews of other Central Asiatic dominions, may become Russian subjects and be registered in the frontier towns of the districts of Orenburg and Turkestan; but only on condition that they belong to a merchant guild, and that the rights of other Russian Jews be granted them. (Vol. IX, sec. 992, note, 1886: vol. XIV, Law on Passports, sec. 17.)

In the military territory of the Don, and in the old districts of Rostov and Taganrog, at present incorporated in the Don territory, the settlement of Jews is prohibited.* (Law on Passports, sec. 17.)

In the Government of Stavropol and in the transcaucasian territory, on those Jews are allowed to remain who lived there before May 12, 1837, and formed settlements of their own. (Sec. 27, Law on Passports, Vol. XIV, 1857.)

Jews are not permitted to enter, or to settle in, Siberia. (*Ibid.*, sec. 30, 1887)

The settling of Jews in Siberia for the purpose of following agricultural pursuits is prohibited. (Sec. 978, Vol. IX, 1876.)

Wives of Jews who have been exiled to Siberia are permitted to follow the husbands. But the husbands of Jewesses exiled to Siberia may not follow the wives. (Note 1 to sec. 40, Law on Deportation, Vol. XIV, 1857.)

Jewish exiles in Siberia are prohibited residence within a hundred versts from the Chinese frontier, and, in general, from the frontier of all tribes not under the dominion of Russia. (*Ibid.*, note to sec. 363, 1856.)

Outside the places of permanent Jewish settlement Jews may adopt as children in accordance with the general laws, only such of their coreligionists as have themselves a right to reside in all places of the Empire. (Collection of Law 1881, No. 35, sec. 298.)

Jews are not permitted to dwell in the Grand Duchy of Finland.

N. B.—No such law exists among the laws of Old Finland, which were accepted by the Imperial Government on annexation, nor in the "Collection of Laws of the Grand Duchy of Finland," issued annually by official order from 1810 to 1890.

III.—Temporary residence within the Pale of Jewish settlement.

Only temporary residence of Jews in the cities of Kiev and Sebastopol is permitted, and only for the following purposes:

(1) In order to take possession of an inheritance.

(2) In order to establish legal claims on property in courts of justice and government offices.

(3) For business transactions or anything connected with government contracts: but only if such transactions take place in towns where Jews may permanently dwell.

Besides in the above-mentioned cases of residence, the Jews are permitted to enter the city of Kiev only under the following circumstances:

(a) For military duty; (b) for business during the fair; (c) for importing and selling articles of food in the markets and in the harbor; (d) for transporting passengers and forwarding goods; (e) for purchasing materials; (f) for delivering the products of their own handicraft; (g) for using the mineral waters; (h) for attending the hospitals; (i) for attending the educational establishments; (j) for learning a handicraft.

Whenever a Jewish visitor of any of the above denominations is obliged to remain in Kiev more than twenty-four hours, the police may give a printed license, on which a special entry must be made in case the time is extended.

*This includes a district of great importance, hitherto largely populated by Jews engaged in commerce, who had been always allowed to settle there, being a part of Ekaterinoslav gubernium, and thus in the Pale of settlement, but detached therefrom on May 19, 1887.

Such extension of time is limited thus: By the expiration of the time of military duty: by the termination of the fair; by the market days. For carmen, for the purchase of materials, and for the settlement of accounts for work, by a fortnight. For invalids, by the completion of the course of mineral waters or hospital attendance. For students, by the termination of the course of study. For apprentices, by the termination of the time fixed for the learning of a handicraft. and for those who arrive upon other business, by a maximum of six weeks. Those Jews who are temporarily in Kiev, being neither patients drinking the waters, nor being the wives or children of soldiers on active service, nor persons learning a handicraft, are only permitted a temporary residence in the Libedsky and Plossky districts of the town.

Jews from other towns who possess factories, or are merchants of one of the two guilds, are permitted to enter Sebastopol only for the purpose of doing business at the fairs, or, if they are contractors, for the supply of the Government with goods for that town: but for the sake of carrying on such business they are not permitted to employ Jews except those who are their servants or clerks. Jews living in the neighborhood of Sebastopol, and in other towns of the pale of Jewish settlement, are permitted to enter Sebastopol only for business on the established market days. Young Jews may only come to Sebastopol for the sake of learning a handicraft. (Sec. 284, Law on Passports, Vol. XIV, 1886.)

In the gubernia of Vitebsk and Mohilev, Jews are only permitted to reside in villages by special license, but they may not settle as ordinary inhabitants. (*Ibid.*, Sec. 16.)

In the gubernia of Vitebsk and Mohilev, Jews are allowed to work in the making of roads in the settlements, but only on the condition that, as soon as their work is completed, they have no longer a right to reside there. The same conditions must be observed in Courland in respect of Jews from the gubernium of Kovno, engaged in similar work. (*Ibid.*, secs. 20, 21, 1857.)

IV.—Temporary residence outside the Pale of Jewish settlement.

Temporary residence outside the Pale of Jewish settlement is permitted to the Jews only under the following circumstances:

(1) For the purpose of taking possession of an inheritance.
(2) For the purpose of establishing legal claims on property in courts of justice and in government offices.

(3) For business transactions, and for everything connected with government contracts; but only if such contracts take place in towns where Jews may permanently dwell. In all such cases the police are authorized to permit the Jews to remain, but for no longer than six weeks. The authorities of such gubernia can not prolong their stay beyond two months unless they have obtained permission from the higher authorities. (Sec. 283, Law on Passports, Vol. XIV, 1886.)

Jewish mechanics, distillers, and brewers, and generally master artisans and their journeymen, may reside outside of the Pale of Jewish settlement, but, in order to obtain their passport (which is to be renewed periodically) they must produce a certificate of their calling in accordance with the rules established by law for that purpose. Young Jews under 18 years of age are permitted to live in places outside of the Pale of Jewish settlement, for the purpose of learning a handicraft, but only for a period of not more than five years. (*Ibid.*, note 3 to sec. 283.)*

Jewish cutters and tailors may live in places where regiments are located, or where military training colleges exist, but only until the term of their contract with the military authorities has expired. (*Ibid.*, sec. 19, 1857.)

Jewish artisans may reside in the fortress towns on the eastern shore of the Black Sea and in the towns of Temruk and Suchum-Kale; also on the north-western shore of the Caspian Sea; and in the town of Petrofsk; but only temporarily, and in such manner that the field of their trade activity does not extend beyond the boundaries of these towns. (*Ibid.*, sec. 28, 1886.)

Jewish carmen, who have brought goods to places outside the Pale of Jewish

* In the body of the report several cases are cited expelling artisans in direct conflict with above privilege. We call attention to the fact that these laws are brought down only to the year 1890, since which time additional laws and regulations have been promulgated all in the direction of greater restrictions. In several cases referred to, renewal of permission to stay was granted and stamped on passports, and within a short time thereafter peremptory orders to leave within twenty-four hours were indorsed on the same documents.

settlement, are not permitted to remain in such places longer than a fortnight (*Ibid.*, sec. 285, 1857.)

Jewish merchants of the first guild, not yet qualified to settle outside the pale are permitted to come personally, or to send their accredited agents, to the capitals and other towns for the purpose of purchasing goods; they may do so twice a year, on condition, however, that their total stay do not exceed six months the year. Such merchants may visit the fairs at Nijni-Novgorod, Irbit, Charko and Summi, both for buying and for selling wholesale.

Jewish merchants of the second guild are permitted to come personally, or send their accredited agents, to the capitals and other towns, for the purpose of purchasing goods, only once a year for two months.

Merchants of both guilds are permitted to visit the Christmas and summer fairs in Kiev, and carry on business there, both wholesale and retail, whether Russian or foreign commodities. Their stay must terminate with the termination of the fair.

Jews of the gubernia of the Kingdom of Poland may as a rule visit the gubernia within the pale of Jewish settlement; but only guild merchants may visit the other gubernia of the empire and they only once a year, and then only for two months, for the purpose of doing business, of contracting with the Government for the supply of goods, but only for such places where Jews may permanently reside; and on condition that in case such transactions take place in the interior provinces of the empire, and are being managed by themselves, no Jew be employed by them. (*Ibid.*, sec. 289, 1886.)

Jewish tradesmen who are settlers of old standing in the transcaucasian territory may visit Astrachan to sell "Marena" dye, but only twice a year, and only for an aggregate of six months in any one year. (*Ibid.*, sec. 290, 1857.)

V.—On passports.

Jews within the pale of Jewish settlement are only permitted to dwell outside the towns in which they have been registered according to the revision, if provided with passports. (Sec. 18, Law on Passports, Vol. XIV, 1857.)

Jews can obtain licenses for traveling only into those gubernia where Jews have the right of permanent settlement. (*Ibid.*, sec. 121.)

Traveling within the Pale of Jewish settlement is permitted to Jews, provided they have a passport in which it is observed that such passport is only valid in places set aside for their permanent residence; and in the certificates issued to merchants it is indispensable that the religious persuasion of their holders be mentioned. (*Ibid.*, sec. 286, 1889; Circular of the Minister of the Interior, 1878 June 24, No. 73.)

Immediately on the arrival of Jews in the capitals the police are required to examine their passports and to inquire into their right of visiting such capitals. Those who have no right to visit the capitals are to be immediately sent back to their places of residence. (*Ibid.*, sec. 294, 1857.)

Jews who do not own land abroad can not receive yearly license to go abroad.

N. B.—The laws laid down under the preceding five chapters deprive 5,000,000 Jews of one of the most essential personal rights, enjoyed not only by all Russian subjects, Christian, Mahommedan or heathen, without distinction, but also by foreigners, namely, the right of residing anywhere, and of free movement throughout the Empire. At the present time the whole mass of Russian Jews, with only a few exceptions, are caged and crowded in the narrow confines of the territory which is called "the Pale of Jewish settlement;" and even there exclusively in towns. In all civilized states the right of settlement in any place is recognized to be one of the most essential and natural laws of every subject. In time of peace, foreigners even enjoy that right. The deprivation of such right is regarded, even by the Russian legislation (secs. 30-32, 48, 49, 51 of the Law of Punishment, 1885), as a punishment inflicted for various criminal offenses, and then only for a period fixed by sentence in a court of justice.

ON THE RIGHTS OF PROPERTY.

[On the acquisition of property; on the mortgaging and leasing of the same; and on farm and their management.]

Landed estates, including also land which has been apportioned to peasants for their permanent use, can not be sold to Jews. (Vol. IX, Laws on Status, Suppl. I. to sec. 330 (note); sec. 3, 1887.)

Land, and other appurtenances belonging to an estate, and which are not part of allotments made to peasants on their emancipation, may not be sold to Jews. (*Ibid.*, sec. 4; Supp. *ibid.*)

Estates in the Western and Baltic provinces, formerly belonging to the serfs, and which have to be sold by auction to satisfy the debts of their owners, can not be bought by Jews. (Vol. VIII, Law on the Administration of Crown Property in the Western and Baltic Governments; Supp. to sec. 1 (note 1), sec. 7.)

Jews are not admitted to the public auctions of crown lands. (*Ibid.*, Supp. to sec. 2 (note 2), sec. 6.)

Jews are not admitted to attend the public auctions of property mortgaged to banks and forfeited for nonpayment. (Vol. XIII, Law of Common Aid, Supp. to sec. 165 (note 2), sec. 3, 1857.)

Jews are not admitted to public auctions of allotments of land forfeited by peasants who have made default in payment of serfdom commutation tax, or state land tribute, or, in Bessarabia, their land rate. (Rules about the Peasantry, Special Supp. to Vol. IX; Rules on Distress, secs. 135-138; Rules on Peasants belonging to the State, Supp. to sec. 15 (note 1), sec. 7; Rules about the "Tsarani" [peasants in Bessarabia], sec. 95; sec. 5.)

All Jews, without exception, are prohibited from purchasing landed property from landowners or peasants in the nine Western gubernia. (Note 3 to sec. 959, Vol. IX, Law on Status, 1886.)

N. B.—The meaning of the foregoing seven laws is that Jews are not allowed to purchase landed estate anywhere.

Throughout the Pale of Jewish settlement the issuing of title deeds of landed house property and mortgages in the name of Jews is suspended, as also the registration of Jews as lessees of landed estate, situated outside the precincts of towns and townlets, and also the issue of powers of attorney enabling Jews to act as agents for the managing and disposing of such property.* (*Ibid.*, sec. 2; note 4 to sec. 959.)

No Jews, even those who are merchants of the first guild, may purchase landed house property in any part of the town of Kiev. Only those merchants of the first guild are excepted who, before being registered as merchants at Kiev, have been during five years merchants of the first guild in one of the towns within the Pale of Jewish settlement. (Resolution of the General Meeting of the Department of Cassation and of the First and the Second Department of the Imperial Senate, 3d November, 1886.)

Jews possessing a diploma of doctor of medicine and of surgery, or who have a diploma of doctor, master, or ordinary first-class diploma in one of the other faculties of the University, do not transfer to their wives or their children their right of acquiring house property outside the pale of Jewish settlement. (Resolution of the General Meeting of the First Department and the Department of Cassation of the Imperial Senate, 1889, No. 25.)

With the exception of those who have a scientific university degree, all Jews are prohibited from obtaining, or renting, or farming landed property in the military territory of the Don, as also in the districts formerly belonging to Kostov and to the city of Taganrog, but at present included in the Don territory. (Vol. XIV, Law on Passports, sec. 17; Vol. VIII, 1886, and note to that section, 1887.)

Jews are prohibited from obtaining landed property of any kind in any part of the Baltic Governments. (1869, 30 May (47152); imperial ukase promulgated by the senate of the ministry of the interior; 1866, 18 Feb. (43031), imperial assent to law of the Baltic committee.)

In the Baltic provinces Jews can not lend money on the security of house or landed property of any kind, either in the country or in the towns. (Collection

Local Laws of the Baltic Governments, part III, book II, secs. 1504, 1512, 64.)

The acquisition of land or house property in Turkestan is prohibited to Jews domiciled there. Jews born in the countries of Central Asia which are situated in the vicinity of Turkestan are subject to the common law relating to alien Jews. (Vol. IX, Law on Status, sec. 1003, note 3, 1887; Collection of Laws, 1889, No. 76, sec. 666.)

*This is one of the "May Laws" of 1882, and it practically annuls all the limited powers of acquisition of landed and house property conferred by the other laws except only in towns within the Pale.

Land and house property which has been obtained by Jews by inheritance outside those places where they are permitted to possess such property must be sold by them in the course of six months. (*Ibid.*, sec. 960, 1886.)

The Jews are prohibited from renting mills and factories from the Crown places where they are not allowed to reside. They are also prohibited from retailing intoxicating liquors on Crown lands, even in places where they are allowed permanently to reside, *i. e.*, in the Pale of Settlement. (Vol. VIII, part I, Law on Crown Rents, sec. 22, 1876, and note to the same, 1886.)

The leaseholder of an estate belonging to the Crown, and situated in the Western and Baltic Governments, may not sublet a country inn to a Jew. (*Ibid.* Law on Crown Property in the Western and Baltic Government, sec. 35, 1876.)

Persons who have received temporary grants of Crown revenues in the Western and Baltic Governments according to the privileges of 1775, and by imperial ukases, are prohibited from assigning their interests therein to Jews (Vol. VIII, part I, Law on Crown Property in the Western and Baltic Governments; Supp. to sec. 2, note 3, sec. 18.)

Jews are prohibited from being managers or stewards of inhabited estates and from farming from the landowners the incomes they derive from the peasants. (Vol. IX, sec. 961, 1886.)

In Courland, Jews may not farm the rents due by the peasants to the landowners. They are also prohibited from renting inns and public houses in towns and villages. (Collection of Local Laws of the Baltic Governments, part sec. 1401, No. 3, p. III, sec. 4041.)

In places where Jews may not permanently reside, they may not be admitted to the public auctions where chattels belonging to the Crown are being sold (Vol. X, sec. 1500, 1887.)

N. B.—Under the laws cited in the preceding heading, the Jews, with a few exceptions, are deprived of every right to acquire or hold house or landed estates outside the towns within the Pale of Settlement. And besides these enactments the code of laws contains old regulations which do allow Jews to acquire or hold such property, to rent land, farm rents, and like obligations appertaining to land, to possess distilleries, to rent or to manage mills and factories. (Vol. I, Law or Status, secs. 959, 961, and Supp. 963.) These regulations have not been repealed and remain on the statute books, and serve only to gloss over the Jewish disabilities. As a matter of fact, they have been rendered absolutely nugatory by the May laws, being practically and legally repealed by them.

ON AGRICULTURAL PURSUITS AND HUSBANDRY.

The application of a part of the income derived from the box tax to the training of Jews as agriculturists is abolished.

The Jewish colonization fund, which was kept on deposit at the state treasury by the minister of Crown lands, and at the Odessa treasury by the Cherso-Bessarabia superintendent of Crown lands, has been transferred to the funds of the imperial treasury.

Jews are prohibited from settling in Siberia for the purpose of becoming agriculturists. (Vol. II, part 2, Position of Aliens, sec. 833, note: 1886, note 2 to sec. 1; Supp. to sec. 281; Law on Taxes, Vol. v, 1857; Collection of Regulations, 1881, No. 62, sec. 553, vol. IX; Laws on Status, sec. 978.)

Acquisition or renting of rural property of any kind, as well as the settlement outside of towns, being prohibited to Jews, agricultural pursuits are rendered impossible to them. As an exception to the rule, some agricultural colonies which were established in certain places chosen by the Government in the reigns of Alexander I and Nicholas still exist, but no new colonies are permitted to be established.

ON COMMERCIAL RIGHTS.

Trading in the gubernia outside the Pale of Settlement without restriction is allowed only to Jews who have acquired the position of a merchant of the first guild while within the fifteen gubernia of the pale.

In order to become a merchant of the first guild in the above gubernia, a Jew must have been previously a merchant of the first guild in the Pale of Settlement for five years.

The Jew who has become a merchant of the first guild and settles outside the Pale of Settlement, forfeits his rights, and is obliged to return into the Pale,

he cease to pay the fees of the first guild, unless he has paid the fees for at least ten years. (Vol. XIV., Statute on Passports, sec. 17; 1, contin. 1886.)

Jewish merchants of the first guild, belonging to the Pale of Settlement, are allowed to visit the capitals and the other towns outside the Pale, for purchasing goods, only twice a year, and provided that both visits should not together exceed six months. (Vol. XIV, Statute on Passports, sec. 233, 2, contin. 1886.)

In Siberia merchant licenses are given only to the following categories of Jews: (1) To the children of Jewish convicts who came there with their parents or who were born there; (2) to Jewish convicts who have been condemned to deportation without loss of civil rights. (Vol. IX., Supp. to the sec. 974 (note), contin. ed. 1887.)

N. B.—It follows, therefore, that Jewish criminals and their sons are the only Jews who can obtain a license to trade in Siberia, certain parts of which are extremely prosperous and full of natural resources.

Jews of the Western gubernia, not belonging to any guild, may not take any Government contract or farm royalties, nor may they sell wholesale by powers of attorney anything belonging to a member of the nobility, nor carry on business within the Empire and beyond the frontier, even if it be only to forward and to sell actual land produce. (Vol. IX, Law on Status, Supp. to sec. 974; note 2), sec. 7, 1887.)

Jewish merchants of the first guild, in the Pale of Settlement, may receive goods directly from the capitals and from the ports, but only wholesale, and only through firms residing at those places, or by means of correspondence with the manufacturers. Jewish merchants of the first guild are prohibited from employing Jews in the management or superintendence of contracts concluded by them in the interior provinces.

The sale of products of gubernia within the Pale of Jewish settlement may be effected by Jewish merchants of the pale of the first guild, in the capitals and ports, but only wholesale, and with the help of Christian employés, or local merchants, or by mercantile firms, or by means of correspondence with the manufacturers. But such Jews are forbidden personally to sell goods in the capitals and ports, or to open shops at these places, under pain of immediate expulsion and confiscation of their goods.

Within the Pale of Jewish Settlement, Jewish merchants of the first guild may, by order of Christians residing in other gubernia, clear goods from the custom-house which their owners would be entitled to receive through the custom-house situated in the pale.

Such Jews are however prohibited from selling their own goods which they have to receive and which have to pass through the same custom-houses, outside the Pale of Jewish Settlement, even though they employ Christians for the purpose.

Jewish merchants of the first guild, belonging to the pale, may sell foreign goods at the fairs of Charkov, and Summi, but only wholesale. At other fairs they may not sell foreign goods, whether on their own account or as consignees. (*Ibid.*, sec. 2.)

Foreign goods, which require to be sealed by the custom-house officers may not be brought to the fairs by Jewish manufacturers, viz, neither to Nijni-Novgorod, Irbit, Charkov, nor Summi: although such goods may have undergone a certain manufacturing process at their factories, e. g., by dyeing, etc. (*Ibid.*, sec. 3.)

Jews visiting places where they are only allowed to reside temporarily for business transactions, may not during their visit sell goods in a house or by hawking them in the street, and any infraction will be punished by law. (*Ibid.*, sec. 5.)

Jews are prohibited from acting as commission agents of any foreign firm for sending goods from the custom-houses at the frontier to places where Jews may not permanently reside. (*Ibid.*, sec. 6.)

The custom-house officers may not accept a declaration from Jews, or from their agents or employés, nor may they issue a license for the passing of goods belonging to Jews destined for the custom-houses of gubernia outside the pale of settlement. (Vol. VI, Law of the Customs, sec. 954, 1886.)

Everyone may keep his books in whatever language he likes, except the Jews. They are obliged to use either Russian or the language in business use at the place where they live, but in no case Hebrew. (Vol. IX, Law on Status, sec. 955; Vol. XI, part 2, Commercial Law, sec. 610, 1887.)

Jews can not act as agents for contractors for delivery and supply of goods in

any place where they themselves have no right to be contractors for the delivery and supply of goods. (Vol. X, Civil Law on Delivery and Supply for the Crown, sec. 7. note.)

In places of permanent Jewish settlement Jews are prohibited from carrying on business on Sundays, and on the principal Christian holidays. (Vol. IX, s. 959, notes 4 and 3: Vol. XIV, On Prevention of Crimes, sec. 16, note.)

N. B.—One of the May laws. This is a great hardship in those towns where the Jews form the great bulk of the population. In many towns Sunday is legal and customary market day. There is no restriction to the Sunday trading of Mahomedans and other non-Christians.

Jewish merchants of the first guild who, observing the conditions established by law, settle in places outside the Pale of Jewish Settlement may take with them Jewish clerks and domestic servants, that is to say, in both the capital as many as the local governor and the governor-general will allow; in the other cities of the Empire not more than one Jewish clerk or employé, and not more than four servants for every family. (Vol. XIV, Law on Passports, art. 17, sec. 1886.)

Jews who hold a university diploma of a scientific degree, and who enjoy law the right of residing in any place in the Empire may (for the purpose of carrying on business and industrial pursuits), during the time of their residence outside the pale of Jewish settlements have with them besides the members of their families, domestic servants from among their coreligionists, but not more than two. Such of them as become merchants of the second guild may, besides have a clerk or employé of their own faith. (*Ibid.*, sec. 2.)

Shares in the company of the "Upper and Middle Market Rows," in the Kranoi Square in Moscow, may not be transferred to Jews, even if they become converts to orthodoxy, because only persons born Christian are allowed to obtain such shares. (Collections of Regulations, 1890, No. 82, sec. 817, 818.)

Jews may not possess shares in the joint stock company for the manufacture of sugar Kordelefka, in the district of Vinitza, in the government Podolia; they may not be members of the board of that company, nor be appointed to the office of manager or trustee. (Collection of Regulations, 1890, No. 89, sec. 889; see note; sec. 23, notes 1 and 2.)

ON THE TRADE IN INTOXICANTS.

Jews may deal in intoxicants only in places where they are allowed to reside permanently, but not otherwise than in their own houses. Jewish potmen may not be employed, but only in public-houses belonging to Jews. (Law on the Tax on Spirits, 1887, sec. 366.)

Outside the boundary of towns and townlets, Jews may carry on business in spirits, but only in houses which are their own property, built on ground belonging to them, and acquired by them before 3d May, 1882. But Jews may not deal in spirits in houses and on ground belonging to them only for life, or of which they have only a lease. (*Ibid.*, sec. 363, note 3.)

The brewing of beer and mead for their own domestic use is permitted in such Jewish settlements as contain not fewer than ten houses. (*Ibid.*, sec. 108, note 1.)

Retired soldiers and noncommissioned officers of the Jewish faith, settled in places outside the Pale of Jewish Settlement, in accordance with the old privilege, shall not enjoy the right to deal in spirits in such places. (*Ibid.*, sec. 363, note 1.)

In the gubernia of the Kingdom of Poland, Jews are permitted to retail spirits but only in towns and townlets, and in such villages as are inhabited by Jews only. (*Ibid.*, sec. 363, note 2.)

Jews who have the right to reside permanently in Siberia may not carry on business there in intoxicants. (*Ibid.*, sec. 363, note 4.)

Jews who have been removed to Turkestan from the interior gubernia of the Empire are prohibited from manufacturing and dealing in intoxicants in Turkestan. (*Ibid.*, sec. 102, note 2; sec. 363, note 5, 1889.)

The clauses of the law forbidding the opening of establishments for retailing beer and spirits in the vicinity of churches, houses of prayer, mosques, etc., do not apply to the vicinity of Jewish synagogues and houses of prayer. (*Ibid.* secs. 414, 498, and 499.)

ON INDUSTRIAL PURSUITS.

Jews are not permitted to occupy themselves in gold mining in places where they are prohibited to reside permanently. (Vol. VII, Law on Private Gold Mining, sec. 30, note 1.)

Jews not being allowed to occupy themselves in gold mining can not be agents or others in that industry. (*Ibid.*, sec. 31.)

In those places where trade guilds exist, plasterers, bricklayers, masons, quarrymen, carpenters, and paviors, as also servants, are exempt from belonging to such guilds, but not if they belong to the Jewish faith. (Vol. XI, Law on Industrial Professions, 1887, sec. 285.)

In places of permanent Jewish residence Jews can not be elected as masters of trade guilds. (*Ibid.*, sec. 306, note.)

In the committee of trade guilds, consisting of Christians and Jews, the master and vice-master must be non-Jews. (*Ibid.*, secs. 338 and 474.)

In places of the Pale, the governing body of such guilds are obliged to take note of all Jews as have joined the guild, so that those Jews may be expelled from the guild who have not followed their calling during six months, without sufficient cause. (*Ibid.*, sec. 346.)

Jewish workmen are allowed to have Christian apprentices only when at least one of their foremen is a Christian, and when they have obtained a special authorization from the committee of the guild. (*Ibid.*, note to Art. 390.)

Jewish artisans residing outside of the Pale of Settlement may sell only the products of their own work; a license of a guild merchant obtained by these Jews does not give them the right of selling articles not of their manufacture. (*Ibid.*, Art. 103, Resolution of Senate, 1874, No. 731.)

Jewish photographers are not permitted to open photographic establishments outside the Pale of permanent Settlement, nor to enjoy as artisans the right of residing there. (Circular of the minister of the interior, 1875, April 3, No. 395.)

ON CIVIL SERVICE.

It is prohibited to receive Jews into the civil service, except those of the following categories:

(1) Jews who have the scientific degree of doctor or master, or the first-class university diploma, may be admitted in any part of the empire. (On Civil Service, Vol. III, Art. 7, 46.)

(2) Jews who have a diploma of a physician of the second class are admitted into the public medical service only within the Pale of Settlement. Outside of the Pale they are admitted only in the department of the ministry of education, and of the ministry of the interior, but not in St. Petersburg or Moscow, or in their respective provinces. (*Ibid.*, Art. 57.)*

(3) In the civil service of the Army the proportion of Jewish surgeons is limited (since 1832) to 5 per cent. Promotion is given to them only up to the fifth medical class, but with the consent of the chief commanders of the military districts. To posts above the first class they are not to be appointed at all. In a hospital there may be only one Jewish surgeon. To the district medical administration offices, to the chief medical administration offices, as well as to hospitals and offices in fortresses, they are not to be admitted at all. (Imperial order, April 10, 1882.)

The same rule as to the 5 per cent proportion is to be applied to military surgeons' assistants and surgeons' apprentices. (*Ibid.*)

N. B.—In fact, even the Jews who possess all the exceptional qualifications determined by the law are not admitted as a rule into civil service, even for the most subordinate positions. Lately, notwithstanding the foregoing permissive laws, no Jews have been admitted as army surgeons.

The board of judges, and the council of sworn advocates, may receive among the number of private and of sworn advocates persons who are not Christians; but they may not accept them without the express permission of the ministry of justice. (Collection of Regulations, 1889, No. 127, sec. 1031.)

A special permission of the ministers of the interior and of justice is required for the reception of non-Christian private attorneys in the district sessions. (Collection of Regulations, 1890, No. 47, sec. 398.)

N. B.—Since the two foregoing regulations were enacted not one Jew has been admitted as sworn advocate or private attorney.

* But see body of report. These regulations are a dead letter.

ON REPRESENTATION.

The election of Jews, in places of their permanent residence, to offices which they are allowed to fill, and which are of secular communal interest, can be effected only by their own congregational body, and apart from the elections for the same offices made by the Christian community. (Vol. IX, Law on Status, sec. 984.)

The number of non-Christian members of a town council may not exceed one-third of the entire number of members. (Local Institutions, 1886, Art. 1982.)

The number of members of the committee of the bourse in Odessa not professing the Christian religion must not exceed one-third of the entire number of members. The president of the committee and the government broker may not be Jews. (Collection of Regulations, 1890, No. 78, sec. 794.)

A Jew is not eligible for the post of mayor, nor can he act as his *locum tenens*. The number of non-Christian deputies in the municipal council may not exceed a third of the entire number. (Local Institutions, Art. 2035.)

As Jews have no right to fill the duties of a mayor, they are altogether excluded from the presidency of municipal meetings. (Circular of the local department of the ministry of the interior, 1879, Oct. 12, No. 7795.)

Jews are not admitted at all to take part in the election of members for the local district and provincial assemblies, nor can they be elected to any office in these bodies or their boards. (Statute on province and district local institutions (*zemstva*); sec. XII of the law sanctioning the statute of 12th June, 1890, Collection of Laws, No. 63, sec. 597.)

N. B.—This wholly excludes Jews from local self-government, except municipal, and even then their number is limited to one-third.

By virtue of a general rule as to the eligibility of Jews it is enacted that in the composition of official bodies not more than a third may consist of Jews, and that the two-thirds and the president must be Christians. (Vol. IX, Law on Status, sec. 983.)

Jews may not be elected to fill the office of president of school boards, whether in district or in provincial towns, nor can they be chosen as members of the same by rural or urban electors. (Collection of Laws, 1889, No. 13, sec. 116.)

Jews are not eligible for the offices of mayor or police counselors. Nor may they fill any other duties necessary in a town, which either have to be filled exclusively by Christians or which from their nature can not be conveniently and decently intrusted to Jews. (Vol. IX, Law of Status, sec. 989.)

In the nine western provinces, as also in the governments of Bessarabia, Ekaterinoslav, Poltava, Taurida, Cherson, and Tshernigov, on the appointment by rotation of thirteen jurors and three substitutes, the rule is to be observed that the number of Jews be in proportion to the number of Christians as the number of Jewish inhabitants of each district to the total population. (Judiciary Law regulations on criminal procedure, sec. 550, note, 1886.)

In the nine western governments, as also in the governments of Bessarabia, Ekaterinoslav, Poltava, Taurida, Cherson, and Tshernigov, the foreman of jury may not be a Jew. (Law on Criminal Procedure, sec. 670, 1886.)

In the Kingdom of Poland Jews can not be elders of a hamlet unless it is exclusively inhabited by Jews. (Civic Regulations of the Kingdom of Poland, book 1, sec. 16; VII, sec. 1.)

Jews are eligible for the office of "lawnik" in hamlets inhabited by a mixed population, but only in cases in which they comprise not fewer than a third of the population. (*Ibid.*, note 2.)

Jews can be elected to the office of "soltiss" (bailiff) only of such hamlets which are exclusively inhabited by Jews. (*Ibid.*, note 3.)

ON MILITARY SERVICE.

Jewish recruits may not be employed in guarding a quarantine district. (Vol. XIII, Medical Law, sec. 1532, 1886; Collection of Military Regulations, part book 1, sec. 1180, note.)

Jewish privates and noncommissioned officers may not be employed to guard the frontier. (Vol. VI, Law on Customs, sec. 101; Collection of Military Regulations, part 2, book —, sec. 1182, note.)

Jews may not serve in the navy. (Collection of Military Regulations, vol. XXXI, 30484.)

Jews may not serve as gendarmes in the districts of Warsaw and in the Caucasus; even such Jews as have embraced orthodoxy are disqualified from this office. (Collection of Military Regulations, part 2, book 1, sec. 1184; Supp., sec. 1, note 1.)

Recruits of Jewish extraction may not be employed in the navy, nor in the local divisions, nor among the miners and sappers, nor in the commissariat service, nor as clerks. Recruits of all other denominations, who serve in the districts of the Amoor, have the right to take their families with them at the expense of the state, on condition of their settling permanently in that district on their entering the reserve. But Jewish recruits have not that permission. Circular of the Principal Staff, 1889, July 31, No. 180; Instructions, sec. 24; Supp. 3, Rules.)

Jewish soldiers and noncommissioned officers who are converts to orthodoxy may not serve in any regiments or divisions permanently stationed in gubernia where Jews are registered. (Collection of Milit. Regulations, part 2, book 1; Vol. V., Supp. XVIII (to sec. 213), 1859, and additions to the same, first continuation, 1861.)

It is not allowed to employ Jewish soldiers as attendants upon officers. Jewish medical officers in the army, on the other hand, may employ none but Jewish attendants. (*Ibid.*, sec. 2129, Supp., sec. 39, and note.)

Although Jewish privates may be promoted to become noncommissioned officers and clerks, yet no further promotion to any military post or position as officer is allowed. (*Ibid.*, sec. 568.)

Soldiers and noncommissioned officers of the Jewish faith, notwithstanding they may have served their time and fulfilled the required conditions, may not be appointed as *porte-écopée* youngers* or become candidates for any post as officer. (*Ibid.*, sec. 727, note.)

Jewish soldiers and noncommissioned officers who belong to the reserve, although they may possess a degree in chemistry not lower than that of dispenser, may not, in case of a mobilization of the army, be appointed to fill the post of army dispenser. (Circular of the Principal Staff, 1888, March 21; No. 66, Chief Milit. Authorities of Medicine.)

Jewish soldiers and noncommissioned officers are not allowed to enter the schools for the training of officers. (*Ibid.*, part 2, book 15, sec. 503, note.)

In case Jews pass the examination in the subjects taught at the military schools the following words shall be omitted from their certificate: "As far as their knowledge is concerned, there is no objection to admitting them to the military schools." (Collection of Regulations, 1882, Sept. 17, No. 84, sec. 642; notes by the authorities; explanation from the ministry of war.)

Since 1887 Jewish volunteers are no longer admitted to the examination for the rank of officer, either in the military schools or in those for the training of officers or by special commission.

Since 1839 Jews are no longer permitted to serve in the army as bandmasters, and of young Jewish soldiers no greater proportion may be appointed as musicians than one-third of the total number of members of the band.

Jews belonging to the reserve or being substitutes for those entering active service, according to the regulations of the military law, have no right of residence outside the Pale of Jewish Settlement. (Resolutions of the Senate, 1st Department, 1885, May 1, No. 3372.)

The law which forbids Jews from residing outside the precincts of towns and townlets applies also to Jews belonging to the reserve or having unlimited furlough, who have completed their military duties according to the previous recruiting law. (Resolutions of the Senate, 1st Department, 1885, October 3; Circular of the ministry of the interior, November 6, No. 29.)

ON LEGAL PROCEDURE IN REFERENCE TO THE JEWS.

In gubernia where Jews are permitted to reside permanently they are allowed to give evidence in actions concerning such of their coreligionists as have embraced Christianity, but only in such cases where a sufficient number of Christian witnesses can not be found. (Vol. X, part 2, sec. 233; Vol. XV, part 2, sec. 251.)

In actions concerning Jews who have embraced Christianity, Jews may not be admitted as witnesses if an objection is raised against such admission. (Law on Criminal Procedure, sec. 96, note; 4707, note 5; Law of Military Courts, secs. 321, 848; Law of Naval Courts-martial, secs. 318, 767.)

* An upper degree of noncommissioned officers permitted to carry swords.

In the form of oath specially administered to Jews the following extra words must occur: "With a pure heart and without mental reservation, but in accordance with the thoughts and intention of those who administer the oath to me." (Vol. XI, part 1, Law on Foreign Denominations, sec. 1061 (note); Supp. continued, 1886.)

ON PUNISHMENTS.

No persons, except rabbis authorized by the Government, and their assistants, are allowed to perform the ceremonies of the Jewish religion, as laid down in the law concerning alien religious denominations. Those who infringe this regulation are liable to the following penalties: For the first offense, imprisonment from fourteen days to four months: for the second offense, to penal servitude for four years. The head of the family at whose instance such ceremony has been performed, has to pay a fine not exceeding 20 rubles. (Criminal Law, sec. 302.)

Non-Jews, guilty of concealing military deserters, are liable to imprisonment from two to four months, or to military arrest from three weeks to three months. But a Jew who has concealed a Jewish deserter, even during ever so short a time, is liable to penal servitude from twelve to eighteen months. In addition to this, the members of the Jewish community where a Jewish deserter has been concealed, will be sentenced to a fine not exceeding 300 rubles. (Criminal Law, 1885, secs. 528 and 530.)

If a non-Jew evades the fulfillment of his military duties, the liability, according to sections 503-520, to punishment lies only upon him personally. But if a Jew evades the fulfillment of his military duties, his family is liable to a fine of 300 rubles, over and above his own personal responsibility. (Law on Military Duty, 1886, sec. 360.)

Non-Jews, convicted of contraband importation of foreign goods, and of smuggling in general, or of participation in the same, are liable to punishments laid down in Penal Code, secs. 744-764, 766-781, 784, 787, 790, 801-817, 819-821. But Jews, besides the ordinary punishment, will be removed to a distance of 50 versts from the frontier, not merely if convicted of smuggling, but even if suspected of that offense. They may be thus removed with their families without a regular sentence by a judge, and merely on the requisition of the custom-house authorities. (Vol. XIV, Law on Passports, sec. 23, note, 1886.)

Persons of all denominations, other than Jewish, who have infringed the regulations as to the education of youth, are liable to pay the fines laid down in secs. 1049-1052 of the Penal Code. But Jewish teachers (*melandim*), for the same offense, are liable, for the first and second offenses, to a fine of twice the amount of the penalty to which non-Jews are liable under the same circumstances; for the third offense, over and above the payment of the fine, to an imprisonment of four to eight months. (Penal Code, sec. 1053.)

Jewish colonists, if guilty of negligence in their occupation, or of carrying on a trade not permitted them, are liable for the first offense to imprisonment of two to four months, for the second offense to double that punishment, for the third offense to penal servitude for four years. (*Ibid.*, sec. 1056.)

Those who are guilty of building synagogues or houses of prayer without permission, or who have built such within the distance from Christian churches prohibited by law, are liable to a fine not exceeding 200 rubles. (*Ibid.*, sec. 1074.)

Persons of all other denominations who carry on a trade not permitted them by law are, if found guilty, liable, according to section 1169, to a fine not exceeding 300 rubles. But Jews who carry on any trade outside the pale of Jewish settlement are punished by the confiscation of their goods and immediate expulsion. (*Ibid.*, sec. 1171.)

Non-Christians who have performed the ceremony of marriage on persons who have not reached the age prescribed by law, or who have performed an illegal divorce, will, as well as their accomplices, lose their posts and be imprisoned for a period of two to four months.

But rabbis convicted of such breach of the law for the second time will be punished with penal servitude for four years. (*Ibid.*, sec. 1579.)

REGULATIONS AS TO FOREIGN JEWS.

Foreign Jews who obtained by inheritance house or landed property in Russia must sell the same within the period of six months. (Vol. IX, Laws on Status, sec. 960; Vol. XIV, Law on Passports, sec. 296, 1887.)

Foreign Jews who are not Karaites are not permitted to immigrate into Russia, or to become Russian subjects. (Vol. IX, Law on Status, sec. 991.)

Every foreigner on producing his passport will be required to declare, among other things, to which religious denomination he belongs. (Vol. XIV, Law on Passports, sec. 486, note, sec. 7, 1886.)

Foreign Jews shall be furnished with passports, on which it shall be expressed that the same is valid only for such places where the Jews may permanently reside. (*Ibid.*, secs. 8, 2.)

Foreign Jewish subjects known from their social position and from their large business transactions, on visiting Russia, are permitted to carry on their business within the Empire, and to found banking houses, subject to their becoming merchants of the first guild. This can only take place if a special permission has been granted to that effect by the ministers of finance, of the interior, and of foreign affairs; such permission must be solicited again at every renewal of the merchant guild certificate. (Vol. IX, sec. 1001, note 1, 1887.)

All foreigners who visit Russia for the purpose of transacting business, either without becoming Russian subjects or with the intention of becoming Russian subjects, are required first to produce a certificate from a foreign Consistorium or any other high clerical authority, to the effect that they and their families are Christians. The same law applies to those who arrive from the Kingdom of Poland, and from the Grand Duchy of Finland. (*Ibid.*, note 3.)

Jews from Roumania who have no means of subsistence will not be admitted into Russia. (Vol. XIV, Law on Passports, sec. 487, contin., 1886.)

The local authorities shall keep a strict watch that no foreign Jews reside under Christian names in places where they are prohibited to stay. (Vol. XIV, Law on Passport, sec. 531, 1886.)

Foreign Jews may not manage or farm inhabited or uninhabited estates. (Vol. IX, sec. 1004.)

General observations.—The restrictive laws hereinbefore enumerated, the stringency of which is sufficiently obvious, give a very inadequate idea of their full working effectiveness. Their practical working is intensified by a series of rulings by the Senate (the court of judicature), which has almost invariably interpreted the laws in a sense unfavorable to the Hebrews. It may therefore be readily understood that these laws are not only applied, but overstrained in their scope and intention by the Russian officials.

DECREE FOR EXPULSION OF THE JEWS FROM MOSCOW AND ITS GOVERNMENT AND SECRET CIRCULAR TO POLICE.

Concerning the carrying into execution of the Imperial decree for the expulsion of the Jews from Moscow and its government the following three classes are established.

To the first belong those Jews who have lived in Moscow or its government not longer than three years, and who are either single or married, but childless, and who keep only one assistant artisan.

To the second belong those Jews who have four members in their family and not more than four assistant artisans, and who have lived in Moscow or its government not less than six years.

To the third belong those Jews who have larger families and who have more than four assistant artisans, and who long ago* settled in Moscow or its government.

For the voluntary departure of the Jews of the first class from three to six months' time is given.

For the second, from six to nine months, and for the third from nine months to one year.

Those artisan Jews who are to be expelled must be warned of their expulsion by the district police, and their signature to this warning obtained, three months before the time of leaving.

For the Jewish artisans who own immovable property two years' notice is given, with a timely warning of the same.

Concerning the Jews who remain in Moscow or its government by virtue of the circular of the ministry of the interior for 1880, paragraph No. 30,† the same

* Meaning more than six years.

† Which permits Jewish merchants of the first guild and their employes to live in Moscow.

identical measures must be taken; but only two periods for the time of leaving shall be fixed, to wit: For those who are employed as clerks or who have insignificant occupations six months' time to leave is fixed. To those who are engaged in commercial affairs, especially with Russian manufacturers, one year is given, and the manufacturers must be warned of the expulsion of such six months previously.

For agents and those who have powers of attorney from the larger Russian manufacturers the time of leaving must be extended to two years.

In fixing the time of leaving for each class attention must be paid to the dates when commercial documents* were issued to the Jews, which are in force until January 1.

The Jews who have paid their commercial taxes and duties may be permitted to remain until the time named in the document expires, although they may belong to one of the classes to whom a shorter time is fixed. This clause of the ukase is utterly disregarded. (See body of report.)

In defining the right of some Jews to reside in Moscow and its government permanently, each case must be considered separately, and is subject to special solicitation. The computation of time for the leaving of the Jews of all three classes shall begin from the date of receipt of this paper.†

[This same ukase was issued by the chief of police of Moscow, with the following heading "circular, very secret. To the district pristavs (police captains").

Then comes the ukase as given above with the following directions to his subordinate officers.]

I therefore notify your highborn nobleness that you take due action, and direct that you personally verify in all the shops and factories kept by Jews, the number of the assistant artisans; also, what category the Jews belong to, and the time of their arrival in Moscow for residence. And then take their signature to a notice of voluntary departure from the capital, warning them that the computation of their terms of stay will begin on the 14th of July instant. Also take a registry of names in alphabetical order of Jewish artisans, and second of Jews living in Moscow under the right of circular No. 30 issued by the minister of the interior in 1880, specifying in separate columns the time of arrival in Moscow, number of assistant artisans, number in family, and the expiration of term of departure. In reference to Jews residing according to circular of 1880, their occupations, also the names of commercial houses where they are employed, and present them to me within two weeks; also furnish me with the list of Jews pertaining to any of the foregoing categories who own immovable property here.

Signed:

YOURKOFSKI,
Major-General.

Certified:

KIRILOVSKY,
Acting director of the Bureau.

True:

Acting head of Department.

"VOLUNTARY" OBLIGATION TO LEAVE.

[Translation.]

I, undersigned, little citizen residing in Moscow, from _____ JULY 14-26, 1891.
_____ according to the order of his Imperial highness, the governor-general of Moscow, with agreement of the minister of interior, expressed in the order of the chief police, master of Moscow, of July 16-28, No. 110, I obligate myself to leave Moscow voluntarily in the term of _____, month _____.
Dates verified.

Obligation taken before "Okolotochny." House _____, No. _____ street.

* A license to do business.

† We found that the last sentence of this ukase is entirely disregarded. The custom being for the police to send for a man, obtain his signature to the "voluntary obligation to leave" without furnishing a copy of "this paper."

CERTIFICATE OF THE MOSCOW BOARD OF TRADE.

This certificate is given on the ground of the 387th article of the laws for artisans, 1887, to the Jewess, a native of Homel, Rachel Isakowa Zakoshauska (Judaic confession), that according to her petition she has received a certificate of dressmaker, entered in the trades book of the Moscow trades administration, No. 7926, and the dues collected, to wit, the sum of 3 rubles, and paid to the treasury of the Moscow trades administration, up to May 1, 1892, and at the expiration of this time she must pay the same amount of dues for the next year. This woman was expelled, however, nearly one year before the time which her receipts entitled her to remain.

MURAVIEV,
Elder of the Board.

Manager.

Head of the Department.

CERTIFICATE REQUIRED TO OBTAIN PERMIT TO GO ABROAD.

INDORSEMENT ON PASSPORT.

The within-named person is on ground of paragraph 1 of the order to the police of April 28, 1891, No. 118, obliged to leave Moscow within 24 hours.

August 2, 1891.

[Signed:] *Police Captain of Sriciensky precinct.*

[This person had a passport and was ordered to leave Moscow within 24 hours as per indorsement. He then made application for permission to go abroad, and was furnished with the following certificate:]

CERTIFICATE.

This is given by the police authorities of the town district to the native of Gorki, Jew Uri Salmanov Libin; his wife, Sossia; and children, Leiba, 12 years old, Abraham, 11; Bassia, 16; Mary, 10; Feiga, 9, and Freida, 8, who live in this precinct, No. 12 Znamenskaya street, Moscow, and who is about to apply for a foreign passport at the office of the Moscow governor-general, and it is certified hereby that he is the above-named individual, and the local police authorities have no ground to hinder him from leaving to go abroad.

Certified by the police authorities and seal affixed August 7, 1891.

RUSSIAN PASSPORT.

[Translated.]

Son of a Nicholas soldier, born outside of the pale, and has legal right to live anywhere in Russia.

Bearer of this, native of gubernium of Riasan*, of the town of Rannenburg, Jew, Yankel Itzkowich Freidman, age 18, is allowed to reside in different gubernia from the below named date for a term of one month. If in the course of the month of grace after said term he does not appear, he shall be dealt with as a vagabond.

Given in the town of Rannenburg July 20, 1891.

[SEAL.]

P. FEDEROV,
Town Elder.

* Riasan is outside of pale.

[On the reverse side:] This passport is in force where Jews are permitted to live.*

P. FEDEROV,
Town Elder.

Visé August 15, 1891. †

[At the second station of the Srietensky precinct, Prístav Kasbin.]

August —, 1891.—The Jew Friedman, herein named, is on the ground of the order to the police of Moscow of April 28, 1891, under number 118, obligated to leave Moscow within twenty-four hours.

Srietensky, precinct Outchastok second station.

(PRISTAV) KOSBEIN.

RUSSIAN PASSPORT.

[Translated.]

Son of a Nicholassoldier, born outside of the pale, and has legal right to live anywhere in Russia.

By the ukase of His Majesty Emperor Alexander Alexandrovich, Autocrat of all Russia, etc.

Bearer of this, native of gubernium of Riasan, the town of Rannenburg of the Jewish confession, Chazkel Itzkovich Freidman, is allowed to go to different towns and villages of the Russian Empire for his personal needs from the below named date for the term of four months—i. e. to the 1st of November, and at the expiration of this term he has to return back, otherwise he shall be dealt with according to law.

Given by the document inscribed in book and numbered No. 617 by the town elder of Ranneburg, with affixing of the seal thereon.

July 3, 1891.

P. FEDOROV,
Town Elder.

JULY 31, 1891.

[On the reverse:] Visé in the second station of the Srietensk precinct (Ouchastok) of the city of Moscow.

(Signature of Pristav.)

The Jew named in this passport, Freidman, on ground of the order to the Moscow police of April 28, 1891, under No. 118, is obligated to leave Moscow in the course of twenty-four hours.

August 2, 1891.

[Signature:]

(PRISTAV) KOSBEIN.

EXPULSION ORDER OF A TWELVE-YEAR RESIDENT IN ODESSA

In the name of His Majesty, Charles I. King of Roumania:

We, minister, secretary of state of the foreign department of Roumania, ask the military and civil authorities to freely let pass Mrs. Maly Bain, who is going to Russia with her five children, and to give her assistance and protection in case of need.

Marks: Age, 38; stature, middle; hair and brows, reddish; forehead, white

Viséd in the Russian Imperial Embassy of Roumania and permitted to go to Russia to bearer, Molia Bain, with five children. Bukarest, April 5, 1879.

BARON ROSEN,
Secretary.

*This is contradictory of the first permission laid down in the body of the passport, which gives the right to live anywhere, while the indorsement made by the same authority qualifies it by confining the right to places where Jews are permitted to live.

† Visé August 15, 1891, as correct, and in the same month ordered to leave within twenty-four hours.

On the reverse side is indorsed : Bearer of this, Mania Bain, with her children, Henry, Solomon, Milosh, and Rebecca is obligated to leave the confines of the Russian Empire within seven days from date.

October 8, 1891.

ZELENSKY,

City Commander (Gradonachalink) of Odessa, Major-General.

CERTIFICATE.

[Expulsion certificate of Simon Blaustein, who had a legal right of residence and who had lived in the place from which he was expelled twenty-five years.]

APRIL 20, 1891.

This is given by the rural administration of the village of Senatowka, District of Soroki, Gov. Bessarabia, to the resident of the village of Senatowka, to a native of Zanitekovko, Simon Yankelevich Blaustein, and certifies that said Simon Blaustein has resided in this village for the last twenty-five years, always conducted himself honorably and nobly, has occupied himself during that time with agriculture and commerce; but as he was omitted from the registry of the village of Senatowka, which was taken by order of the district commander (Ispravnik), the said Blaustein is expelled from the village of Senatowka, according to the laws promulgated on May 3, 1882.* This the rural administration of Senatowka certifies, with affixing of the seal thereof.

PAUTALEJ GODONOG,

Elder.

IVAN YAMAN,

Clerk.

RUSSIAN PASSPORT.

[Translated.]

By the ukase of His Majesty, Emperor Alexander Alexandrovich, Autocrat of all Russias.

Bearer of this, a resident Jew of the Gov. Minsk, district of Kaidan, Vote Yo elevich Kucherinsky, entered in the registry sub No. 318, is allowed to go into different towns and villages of the Russian Empire for his personal requirements from the date below for one year, *i. e.*, up to the 8th of April, 1892, and after expiration of this time to return here. Otherwise he will be dealt with according to law.

Given by the document, entered in the book under No. 348 from the Kaidan district Hall, with the seal of the same.

APRIL 8, 1891.

This is for places where it is allowed by law for Jews to live. The above-named Kucherinsky has a certificate of the Moscow Trade Hall, dated the 20th April, 1891, numbered 4834, giving the right to work at his trade as a tailor.

[Signature undecipherable.]

[On the reverse side is indorsed:] Jewish; 26 April, '90; artisan tailor; from 1887 worked at Mondelovich. April 18th, 1891, visé, and entered in the Piatnitzky police precinct of the 1st district. Priestaff (captain). The Jew Vote Kucherinsky is allowed to live in Moscow as an apprentice till the 30th of August, 1891.

YOURKOFFSKY,

Ober Policemaster (Chief of Police).

*The Ignatieff or May laws, which still permitted to remain in villages Jews who were settled there prior to the issuing of said May laws.

RUSSIAN PASSPORT.

[Translated.]

By the ukase of His Majesty, Alexander Alexandrovich, etc., Emperor of all Russias Autocrat.

Bearer of this, Jew, resident of Choslowich, of the district of Mstislavl, Gov. of Mohilev, Salman Isacow Perlin, entered in the 10th census under No. 137, his wife Elka, 47 years old, and their daughters, Rachel, 20; Golda, 18 years, and Nechame, 11 years, are allowed to go to different towns and villages of the Russian Empire for his personal needs for 1 year, commencing from the date named below to the 26th of August, 1891, and at the expiration of the time to return back; otherwise he will be dealt with according to law. Given by the document entered in the Book No. 938 by the chairman of the Choslowich commune, with the affixing its seal thereto.

AUGUST 26, 1890.

The above said Perlin has a certificate of a shoemaker assistant, given to him by the Moscow trade administration on the 11th of September, 1889, under No. 112, and as appears from a certificate of the police captain from the 26th instant he has never been suspected of any crime. He, Perlin, has a right to live also outside the Pale of Settlement.

On the 3d of September, 1890, the passport was indorsed in the police station: "It is permitted to the Jew, Salmon Perlin, to live in Moskow as an artisan's assistant until the 26th of August, 1891.

"September 11, 1890.

"YOURKOFFSKY,

"Major-General, Chief of Police.

"Hospital tax paid up to 3d of Sept., 1891."

March the 14th, 1891, this passport was indorsed at the police station.

"Shoemaker.—The Jew, Salmon Perlin, excluded from the list of artisans of Moscow, is obliged to leave Moscow within 14 days.

"July 24th, 1891.

"——— [name undecipherable.],

"Acting Police Captain."

RUSSIAN PASSPORT.

[Translated.]

By the ukase of His Majesty, Emperor Alexander Alexandrovich, Autocrat of all Russias, etc.

Bearer of this, native of Haisent, Gov. Kurland, Chaim Wolf Hessenbery, is to pass to different cities and villages of the Russian Empire for his personal requirements from the date named below up to 1 year, i. e., 1892, April 20, and after this time to come back; otherwise he will be dealt with according to law.

Given by the document entered under No. 79 from the Haisent town administration, with affixing of the seal thereunto.

APRIL 20, 1891.

Bearer has a certificate of artisanship as a tailor from the Moscow Board of Trade from August 21, 1890. No. 8133.

KIPLOK,

Assistant Elder.

V. GRINBERS,

Bookkeeper.

The Jew, Chaim Wolf Hassenbery, is allowed to live in Moscow as an artisan assistant up to August 21, '91.

YOURKOFFSKY.

Chief of Police of Moscow, Major General.

MAY 8, 1891.

To the above said Jew, the further living in Moscow is prohibited and he has to leave Moscow within 24 hours. Aug. 30, '91.

SCHIPOW,
Police Captain.

By the ukase of His Majesty, Emperor Alexander Alexandrovich, Autocrat of all Russias, etc., etc., etc.

Bearer, native of the Gov. Kovno, district of Rossieui, Jewish Commune of Yarwitkovo, Solomon Hirsch Itzkovich Abramovich, with his wife, Michle, 27 years old, daughter Freida, 9 years old, is allowed to go to different towns and villages of the Russian Empire for his personal requirements from the named date for one year—i. e., 1892, Jan'y 23, and after expiration of this term to return back; otherwise he will be dealt with according to law. Given by document, entered in book under No. 3.

From the Yarwitkow commune administration, with affixing of the seal Jan'y 23, 1891.

[Marks:] Age, 37; stat., 2 arshin, 4½ wershk; hair, brows (fair); eyes, gray; nose, mouth, moderate; chin, round; face, clean.

MOVSHA LEVIN,
Elder.

[Reverse side:] Feb'y 16th, 1891. Visé by the police captain (Pristav) of the 5th precinct (Stan) and entered under No. 47. As he had not exhibited anything, which gives him the right to live in Kiev, he is obligated to leave Kiev within 24 hours.

Sept. 4th, '91.

WISHNEWSKY,
Acting Police Captain.

A foreign passport is given to him by the Governor of Kiev on the 6th of Sept., 1891. Director of the Department.

E. S.

TRANSIT PASSPORT.

ST. PETERSBURG.

This is given by the police captain of the 3d station of the Moscow police district to the native of Gov. of Mohilew, a Jew, Schmul Leiboer Sattman, with wife and children, for uninterrupted (except at night time) travel to his native city, and he is hereby obliged, after reaching his destination, to present this to the local authorities. This is certified by signature and the affixing of the official seal.

August 28th, '91.

This transit passport can not serve as a permit of residence.

[SEAL.]

WERKULINSKY,
Police Captain.

ON THE JEWISH AGRICULTURAL COLONIES OF EKATERINOSLAV.

The opinion is frequently expressed that Jews avoid physical manual labor, preferring the work of intermediary brokerage and the interchange of commodities to productive or agricultural pursuits. It can not be denied that in many places the Jewish population is more concerned with commercial than agricultural labor. It can not be otherwise, so long as the Jews are compelled to remain residents of towns or cities. What other elements of population, residing in small cities or the centers of manufacture, is engaged in productive labor? That Jews almost exclusively form part of city population is no fault of theirs, when legislation directs that they can live nowhere else. As far as productive labor is possible in towns, it has always engaged a

large percentage of the Jewish population in the Pale of settlement. This fact is shown by the action of the Russian Government, which in 1865 invited the Jewish artisans, under the decree of July the 28th, to settle in the interior of Russia, in order that they might get a living and to relieve the overcrowded labor market of the Pale. Even then the Pale was overfilled with artisans, and notwithstanding a great number of them have, under this invitation, gone to cities of the interior of the Empire, the Pale is yet so filled that many can find no outlet for their labor. These are hard facts; but from them can we draw the conclusion that the Jews are incapable of agricultural labor? The agricultural conditions thus referred to, caused us to make a very careful investigation and study of the results reached by the Government in its efforts to promote agricultural labor among the Jews.

The Government commenced the colonization of Jews in the territory of Cherson and Ekaterinoslav as far back as 1807. They did not undertake it with the desire to solve the Jewish question by it, but had in view merely a desire to populate desert and unoccupied lands with the superfluous population in the Pale which had no other labor. This was its principal aim, although it had another view, to wit, the experiment as to the capacity of the Jews to become agriculturists. The doubt concerning this capacity is not unnatural. The feudal system in the west as well as here excluded the Jews from any possibility of possessing land, as they always occupied a semilegal position in the state. Jews could not possess land as they could not become knights, military commanders, or servants of the state. Therefore they had no connection with the land. They were necessarily town inhabitants. Urban life has enabled them to pursue only urban industries. The doubt about the capacity of Jews for agriculture stands in the same relation to other categories of urban population. Even farmers who have lived long in town become in time poor agriculturists, as they have assimilated with city life, which stimulates the exercise of intellectual powers more than the physical, and which represents the necessity for a more subtle, refined struggle for life, because men have to struggle with men instead of the fields. It is more difficult still for the children of these people to adapt themselves to agricultural work; but who will assert that a man can not adapt himself in the long run to one or the other situation, labor or occupation?

It is interesting to note that in regulating the mode of life of the Jewish colonists, one is struck by the multitude of laws and regulations which contradict and nullify one another. Such contradictory legislation shows that in each case the preceding law or institution, which was so promptly revoked or nullified by the subsequent one, was a failure either as a law or as an institution or in its execution. Independently of the difficulty of the task itself, the newness and inexperience of the task brought about these constant changes of regulations. Seventeen colonies were established by the Government in Ekaterinoslav between 1848 and 1855, and the system which the Government practiced was to settle them on vast steppe lands of the unsettled Alexandrov and Mariopol districts of Ekaterinoslav. The settlers were emigrants from Vitebsk, Wilna, Kovno, Grodno, but mainly from Mohilev situated in the northern part of old Poland. As a matter of course these people were not acquainted with the work when they left their native places. All the emigrants were on equal footing, but they differed in possibilities of adapting themselves to the new mode of life. To the former inhabitants of the towns and townlets of the Gubernia from which they emigrated, the new places seemed strange in every

respect. They found nothing on the land, and a few years passed before they built dwellings for themselves. Then they were erected by the colonists under the inspection of specially appointed Russian officials, 70 roubles (about \$35) being allowed for each family, taken out of the Jewish meat-tax fund.

The soil of the region where the colonies are situated is a black earth, but the climatic and atmospheric conditions of the steppe region are not favorable for successful agriculture. Frequent droughts destroy what the land produces, so that on an average there is only one year out of five which yields a fair crop. The great disadvantages are lack of wood and water, there being little good water in any of the colonies, and total lack in others. In several of the colonies it is necessary to carry water from 2 to 5 miles even for watering crops.* The oldest of these colonies were without exception established in those places where there was no water, and this fact alone explains the abandonment of the colonies by the original settlers as soon as they found that there was no water, and why they returned to their towns, giving up all thought of the new mode of life. With such unfavorable conditions which the pioneers of agriculture encountered, houseless, without water, and with no fuel, there is nothing astonishing at their deserting the place. They could not, by the very condition of things, demonstrate their fitness for agricultural labor. Better results were to be expected from the second generation, those born and raised on the soil, and who did not spend their energies in becoming adapted to the new method of life. In comparing the official data with the actual number of colonists living there in 1890, we find a great many discrepancies, owing to the incomplete and superficial statistics so common to Russia. According to official data there were in 1890, 17 colonies in Ekaterinoslav, with 574 families, showing a male population of 3,403, and females 3,772; total, 7,175. But actually there were 749 families, with a total population of 5,142, 2,744 males, and 2,398 females; 39.4 per cent of the families have over 6 men in each, the number of men constituting 53.9 per cent of the total population. Of every 100 persons 63 are workers, of all those who have reached an age enabling them to work.

The fluctuations in the proportions of success of workers in seventeen colonies do not present any striking changes from time to time, so that it undoubtedly represents the normal distribution of success and workers in these colonies. It is interesting to note a circumstance often met with among Jews; the abnormal distribution of workers and nonworkers in a family; that is to say, the overburdening of the family with minors. This is not to be seen here. The high percentage of complex families (39.4 per cent) tends also to show a normal development of rural life. We can not leave this fact unnoticed when the reproach is so often heard that the Jews were leaving their colonies for adjoining towns to engage in trade or business. If this were true the existence of complex families could not be easily explained. In urban life, while engaged in business or trade, complex families are very seldom met with. They disperse; and this would necessarily happen in the colonies if agriculture were not the constant occupation of the colonists. Agriculture alone requires the collective work of a family to make it successful. It aggregates the workers in an organized unit. Though originally 30 dissiatinas (60 acres) were allowed to each family, 15 being arable land, 13 pasture, and 2 for building purposes and roads, they actually received only 23 dissiatinas, or 3.35 for each soul. The number of dissiatinas originally allowed to all the colonies was 27,825, about 55,650 acres, which was gradually reduced to 17,230 dissiatinas,

* The water is drawn in carts filled with tubs and barrels.

the balance reverting to the Government. The difference between the land grants to the Jewish colonists and the adjoining German or Greek colonists is very great. In these latter each family was provided by the Government with 60 *dissiatinas*, and some had even as many as 20 *dissiatinas* per head.

The colonists, however, did not restrict themselves to cultivating their own land, for it was not sufficient to maintain them. In consequence of frequent subdivisions of the land there are farms consisting of only 5 *dissiatinas* of arable land. Under these circumstances they have been compelled to hire adjoining Government lands in quantities nearly equal to their own possessions, or, to be accurate, 13,487½ *dissiatinas*, which they cultivate, not for the sake of speculation, but with a desire to apply all their labor. The fact that they employ outside help to the number of 131 men does not militate against the above, as they are generally employed by the exceptionally well-situated families, who lease land in large quantities. The fact that the Jewish colonist, besides cultivating his own land, does not find any other outlet for his labor except in agriculture, demonstrates that rural labor has become their only calling. It is noteworthy to remark that since the promulgation of the May laws of 1882 the Jews have been deprived of the right to lease land directly from the Government, and must lease it, if at all, from second hands, namely, from the German colonists, and consequently they are compelled to pay higher rent for their lands. Formerly the whole community guarantied for each lessee, who was not then required to deposit money for security; but since the promulgation of the May laws the Jewish community as a whole have been deprived of the right to go on bonds for a lessee, and thus every colonist desiring to lease land from the Government, but not having the necessary money for security, has to resort to the help of their German neighbors, who lease the land from the Government and afterward re-lease it to the Jews at a higher rate of rent. This subdivision shows that the development of the calling is regular, and that the growing population, finding their land grants insufficient for them, have an outlet for their labor on the leased lands adjoining.*

The number of those who thus lease land is 46 per cent of the whole population, which fact refutes the assertion made that only a few colonists, keeping large farms, cultivate the whole land of the colony. It will be seen that nearly one-half of the colonists lease land, and even this is not sufficient for their needs. There are a few individuals who cultivate land grants belonging to others, but this does not detract from the fact that one-half of the colonists lease lands for cultivation in addition to their own. Out of the whole number of colonists there are only 7 per cent who do not cultivate their own lands, and these are widows, orphans, infirm, or those who have no workers in their families. The number of neglected farms is insignificant. Among those who do not cultivate their own lands there are some artisans necessary to supply the wants of a population of 5,000 people situated far from town and manufacturing centers, necessary to supply the colonists with those things absolutely essential to their welfare.

Having given the data about the method of farming, we shall describe the results of it. As we said before, the original settlers did not have either cattle or agricultural implements nor capital. What possessions were acquired was by agricultural labor, and as a result of such labor. If what he acquired was the result of commercial pursuits, he would probably have continued in that employment and would

* Since the promulgation of the "May laws" leasing land to Jews has been stopped in all the gubernia.

try to increase his wealth by the same methods. In every business the standard of efficiency is measured by the inventory of the capital employed in the business. The same method must be applied to farming, and stock taken of the agricultural property, buildings, cattle, implements, etc. In these communities we find buildings, which are in good condition, numbering 487; in fair condition, 577; in bad condition, 124. Of the 749 farms, 389 have agricultural machines. By these we mean implements with a complex mechanism, as harvesting, threshing machines, etc. More than 207 farms have a greater number than one such machine. There are 172 mowing machines, 110 straw cutters; other complex machines, 269.

It should be borne in mind that the newly established colonists—for instance, newly married couples who have branched off from their families and are farming on their own account—have not yet acquired a complete outfit of implements for their own use, and therefore borrow from their neighbors. Some of the colonists buy agricultural machines in common, not being able to purchase for themselves. This will explain why the number of such machines is less than the number of farms. It would be no exaggeration to assert that the great majority of Russian peasant farms have no agricultural implements; many of them do not own even a plow but use what they call a “socha,” a sort of plow much used by the Russian peasants. In the colonies there is at least one good plow on every farm, also a harrow, and a vehicle of some kind, generally furnished with springs and of a good make, worth from 80 to 120 roubles. Eighty-one per cent of the colonists own horses. Domestic cattle, such as cows, sheep, etc., are found on 617 farms. Only 16 per cent have none. We may therefore assume that domesticity and home life have taken root here. The total number of working cattle of all kinds in the colonies is 12,365. Better proof of domesticity and good farming can not be found in the best villages of the orthodox peasants in the same region. Every home has an orchard and a garden. There are good cellars to houses, while domestic fowls abound. The method of the cultivation of land in the colonies can not be called rational; owing to insufficiency of land, they are compelled to use their fields alternatively—the first year with wheat, second with rye, third oats—not affording any rest to the soil. This method, of course, exhausts the soil, and the frequent droughts, absence of forests, and consequently of moisture, results in poor crops. Of manure there is none, as the excrecence is used as fuel.

Those who besides using their own land have heretofore leased from the Government engaged in the three-crop system, and also raise sheep and cattle, thereby permitting a portion of the land to rest. The Russian peasants in the vicinity having more land, divide their fields into two portions, one of which is under cultivation for three years, while the other one rests for that period and is used as pasture land. This rational method can not be resorted to by the Jewish colonists because of the minimum subdivision of their fields. Of the colonists engaged in tilling the soil there are thirty-six who are also artisans, who work at their trades in leisure hours. After taking into consideration all the hardships and the poverty of the original settlers who are still alive, we must say that they are more than satisfactory so far as solving the problem of whether Jews are or can be agriculturists. The second generation, who are actively engaged in work, now represent a picture of rural life and a comparatively high grade of agricultural labor. The material prosperity of the community presents a satisfactory result of exclusive agricultural work. It is noteworthy that among a population of over 5,000 souls there is no foreign element, the work being exclusively performed by the

Jewish colonists. There is not a better refutation of the prevailir opinion that Jews are not able to perform physical labor or become agriculturists.

POPULATION OF CITIES, TOWNS, AND TOWNLETS IN THE FIFTEEN GUBERNIA COMPRISING THE PALE OF JEWISH SETTLEMENT.

1. Bessarabia.

Capital, Kishineff.....	130,000
District town:	
Ackerman	41,000
Benderi.....	33,000
Orgheiff	7,000
Coroki	12,000
Khoten	18,000
Biel'i	11,000
	122,000
7 townlets.....	8,934

260,9

2. Wilna.

Capital, Wilna	102,000
District town:	
Wileiko.....	4,000
Radishkewizi	3,000
Draja	5,000
Disna	8,000
Lida	8,000
Oshmiani	4,000
Swenzani	9,000
Troki.....	2,000
	43,000
103 townlets.....	72,479

217,4

3. Vitebsk.

Capital, Vitebsk	55,000
District town:	
Surash	5,000
Welish	17,000
Gorodok	6,000
Dinaburg	70,000
Drissa	3,500
Lepel	6,000
Nevel	7,000
Luzin	6,000
Recziza	10,000
Sebesh	4,000
Polotzk	19,000
	153,500
34 townlets	5,564

214,0

4. Volhynia.

Capital, Zitomir.....	55,000
District town:	
Vladimir Volyn	9,000
Dubno	7,000
Zaslavl	12,000
Kovel	14,000
Kremenetz	12,000
Novgorad	14,000
Lutsk	17,000
Ovruch	7,000
Ostrog	17,000
Rowno	7,000
St. Rokan tantinoff	18,000
	134,000
130 townlets.....	109,406

298,41

5. Grodno.

Capital, Grodno	40,000	
District town:		
Brest Litowsk	40,000	
Bjalo-tok	50,700	
Gondios	4,000	
Kni-shin	}	7,000
Surash		
Briansk		2,000
Drajichin		1,000
Klescheli		2,000
Melnik		1,000
Vareff		2,000
Wolkowick		7,000
Kobrin		8,000
Prushani		7,000
Slonim		22,000
Sokalki		4,000
Waskloff	}	3,000
Dombrowa		
Konitzin		1,000
Ku-nizitza		2,000
Hobvodwor		2,000
Odelsk		2,000
Bielsk		7,000
Sukhowol	3,000	
Yanoff	3,000	
		180,700
63 townlets		91,164
		311,864

6. Kiev.

Capital, Kiev	166,000	
District town:		
Berdycheff	57,000	
Vaskloff	18,000	
Zwenigovodka	11,000	
Kaneff	9,000	
Lipowetz	8,000	
Radomysl	6,000	
Skevira	16,000	
Saraschd	16,000	
Ouman	16,000	
Tcherkassy	21,000	
Schighirin	16,000	
		194,000
105 townlets		212,007
		572,007

7. Kovno.

Capital, Kovno	50,000	
District town:		
Vilkomir	16,000	
Novo-Alexandrovsk	7,000	
Poniewesh	18,000	
Rossicui	11,000	
Telshi	11,000	
Shawli	21,000	
		84,000
15 townlets		98,904
		232,904

8. *Minsk.*

Capital, Minsk	68,000	
District town:		
Bobruisk	57,000	
Bovisoff	17,000	
Igumen	4,000	
Mosir	10,000	
Novojrudok	12,000	
Pinsk	23,000	
Slutzk	19,000	
Riechiza	7,000	
	<hr/>	154,000
86 townlets	37,990	
	<hr/>	259,99

9. *Mohilev.*

Capital, Mohiler	42,000	
District town:		
Bykhow	6,000	
Gomel	26,000	
Gorki	5,000	
Klmovich	4,000	
Mstislowl	8,000	
Orsha	5,000	
Rogaerew	4,000	
Lienno	3,000	
Tchaussi	5,000	
Tcherikow	4,000	
	<hr/>	70,000
75 townlets	36,496	
	<hr/>	148,49

10. *Podolsk.*

Capital, Kamenetz	36,000	
District towns:		
Balta	33,000	
Bratzavl	7,300	
Vintiza	19,000	
Haysin	10,000	
Letichew	6,000	
Litin	9,000	
Mohileff	18,000	
Olgopol	6,000	
Proskuroff	18,000	
Novja-Ulitzta	5,000	
Yampol	5,000	
	<hr/>	136,300
107 townlets	161,345	
	<hr/>	333,64

11. *Poltava.*

Capital, Poltava	42,000	
District towns:		
Hadiach	9,000	
Zenkow	14,000	
Zolotonoska	8,000	
Robeliaki	14,000	
Constantinograd	7,000	
Kremencrug	42,000	
Lokhwitza	10,000	
Lubui	10,000	
Mirgorod	9,000	
Pereyaslawl	14,000	
Priluki	15,000	
Piriaten	3,000	
Romni	13,000	
Khovol	6,000	
	<hr/>	177,000
23 townlets	105,407	
	<hr/>	324,4

12. *Taurida.*

Capital, Simferopol	36,000	
District towns:		
Berdiansk	20,000	
Aleshki	9,000	
Eupatoria	16,000	
Perekop	7,000	
Yalta	4,000	
Theodosia	12,000	
	<hr/>	68,000
3 townlets		13,366
		<hr/>
		117,366

13. *Cherson.*

Capital, Cherson	64,000	
District towns:		
Alexandria	10,500	
Ananiw	14,400	
Elizabethgrad	58,000	
Odessa	240,000	
Tiraspol	24,000	
	<hr/>	346,900
23 townlets		62,920
		<hr/>
		473,820

14. *Tchernigov.*

Capital, Czernijoff	27,000	
District towns:		
Borsna	14,000	
Glukhow	17,000	
Gorodnia	4,000	
Kosletz	5,000	
Konotop	18,000	
Maglin	11,000	
Novozybkow	42,000	
Novgorod-Liewersk	8,000	
Neishin	44,000	
Oster	4,000	
Sosnitsa	6,000	
Storodul	24,000	
Surage	5,000	
Krolewz	9,000	
	<hr/>	211,000
23 townlets		89,077
		<hr/>
		327,077

15. *Ekaterinoslav.*

Capital, Katerinos	47,000	
District towns:		
Alexandrowsk	7,000	
Bachmuth	12,000	
Werchue-Dnieprowsk	7,500	
Mariupol	17,000	
Novomoskovsk	18,000	
Povlograd	15,000	
Slavianoserbsk	5,000	
	<hr/>	81,500
6 townlets		22,761
		<hr/>
		151,261

REPORT OF COMMISSIONER JUDSON N. CROSS.

NEW YORK, *January 20, 1892.*

SIR: In accordance with your appointment of May 13, 1891, and your verbal instructions of June 11, 1891, and subsequent printed instructions of June 8, 1891, as a member of the board of commissioners for the purpose of investigating in Europe the subject of immigration to the United States, I would respectfully report that I went to Europe, landing at Queenstown June 20, on my way to meet the other commissioners named by you at London, and as had been suggested I spent several days in southern Ireland, then proceeded to Dublin. Afterwards, in company with Commissioner Powderly, I went pretty thoroughly over Ireland from south to north, the results of which trips I will name below. I then proceeded to London (stopping a day at North Wales), where I arrived on the 27th day of June. I found that only one commissioner had preceded me, Dr. Walter Kempster.

In North Wales, at the city of Bangor, I was told that men were offering to take young women to Philadelphia, in the United States, on condition that the young women would pay their fare to London, where they would be provided steamship transportation to Philadelphia, on their agreeing to work three months wherever they were found work, to repay the passage money. The fare to London from Bangor, where I was given this information by a young woman, was said to be 10s. I could not get the names of the persons making these offers.

On arriving at London I informed United States Consul-General John C. New of this information, and he at once very kindly undertook to investigate the matter among the steamship companies sailing from London. He reported to me that he could not learn of any steamship company in London making any offers or arrangements of that kind; and he also said that the agents of the steamship companies there thought that if there was anything of that kind being done, that it must be only in individual cases by agents of tramp steamers, and possibly for immoral purposes. I was afterwards unable to return to North Wales to get more definite information in reference to the matter.

As we were aware that the chairman of our board could not arrive for several days, we each proceeded to do such work, under your instructions, as we might do individually before the board could be organized. I learned that on account of the change in the tariff on tin in the United States there was liable to be large numbers of emigrants from the tin-mining districts of Cornwall and the tin-manufacturing districts in South Wales. I therefore proceeded to visit the Cornwall tin-mining districts, where I found that there was not likely to be any diminution of the production of tin in these ancient mines, as only about one ton in ten of the tin ore used by the Welsh tin manufacturers in the United States is produced in Cornwall, and therefore, while the production of

tin plates in South Wales might be greatly affected by the American tariff, in all probability the production of tin in Cornwall would not be affected at all. I found that there was no special emigration from the mining districts of Cornwall to the United States other than what has been going on for the last forty years, as experienced miners from Cornwall are continually going to mining districts all over the world.

In the Cornwall mining districts I met a lawyer from one of the large cities in Great Britain, who was thoroughly conversant in regard to the tin-mining and tin-manufacturing interests in Great Britain, and was himself interested in some tin producing interests. He informed me, what had been also published in the newspapers, that nearly all of the manufacturing establishments in South Wales were shut down for a month; that he knew that there were then negotiations pending between large owners of tin mines in the United States and the owners of tin-manufacturing establishments in South Wales, relating to the moving of their plants and skilled workmen to the United States, and that this proposition was then being discussed at a meeting, at Birmingham, of the metal manufacturing masters of Great Britain.

This gentleman informed me that this proposition had been made by these owners of American tin mines for the removal of their plants and laborers to the United States for the purpose of suggesting a relief to the embarrassments impending the tin interests of Great Britain. This proposition proposed the removal to the United States of about 3,000 tin workmen from near Swansea, where there are about 30,000 workmen engaged in the various tin-producing interests.

From the Cornwall districts I proceeded to the tin-manufacturing districts in South Wales, which had Swansea for their center. Here, at Morristown, I found that thirty-eight of the forty-two works engaged in manufacturing tin plate, including the steel works for making the plate itself, were shut down for one month. I found the masters themselves mostly absent at Birmingham. The four works which were continuing operations were working wholly on continental orders and were not engaged in the American trade. I talked with a good many of the men engaged in the works, as all were idle. It was being talked that if many were encouraged to go to the United States that the single men generally would probably go first, and many expressed their wish that arrangements might be made by which some of their plants might be removed to the United States.

I found a very general discussion among all the workmen in reference to the situation regarding the tin interests in and about Swansea, Morristown, and other places, and the United States. I found also that the tin masters were proposing to send a large force of tinsmiths from Great Britain to China to manufacture on the spot tin tea chests for the China trade, in order to induce the Chinese tea merchants and growers to use tin tea chests for packing, as it was supposed the same would be far less bulky and more air-tight for sea voyages than the ordinary wooden packages, with lead lining, usually used in transporting tea from China across the sea to distant lands. They proposed in this way to change the whole system of transporting tea from China, in a way to preserve it as nearly as possible from the influence of salt air, preserving to the tea the same delicious flavor that is preserved to the tea transported across the steppes of Asia from China to Russia.

This was one of the principal plans then being talked of to keep intact the great tin interests of Great Britain, to provide employment for the great tin plants, and to keep at home the workers in tin manufacturing who have heretofore been well paid, contented, and great producers of

wealth to Great Britain. There are about 30,000 people in the tin manufacturing interests in South Wales. These tin workers have for more than twenty years, through their unions maintained a steady price, with few changes, for both piecework and day work; and if the masters shall succeed in opening the new markets—which was then being most seriously and thoroughly discussed by the masters—then there will be little emigration among the tin workers to the United States, except possibly of what might be called individual cases.

I found the feeling very general among the tin workers at that time, that if there should be a general demoralization in the working of the great plants engaged in manufacturing tin, and tin material in South Wales, that there would probably be a general seeking of employment in the United States by the workmen themselves.

I afterwards, in August, visited South Wales and made a more thorough investigation concerning the prospects of the emigration of tin workers from South Wales to the United States; the results of which will be found below on this report.

I then proceeded to London and found that as there had been a change in the chairman of our committee, and that Hon. John B. Weber, who had succeeded Gen. Grosvenor, could not arrive for a week or ten days, I proceeded to Scotland to investigate in reference to the information I had that thousands of masons go from Scotland every year in the spring to the large Atlantic seaboard cities to work during the season and to return in the fall to spend their winters and their wages at their homes in Scotland. I visited Edinburg, Aberdeen, Inverness, and some smaller towns, but owing to the fact that I was compelled to be in London within so short a time, I could not give this matter in Scotland as long a time as I desired; but I found that great numbers of masons especially, as well as other tradesmen, go from Scotland every year in the spring, usually sailing from Glasgow to the United States, for the purpose of working for the very much higher wages received in the United States than in Scotland.

The wages generally in the large cities in Scotland are from 7 to 8 pence per hour, for nine hours per day, or about \$1.50 per day, while in the United States they received from \$4 to \$5 per day as is well known. They pay \$17.50 for passage each way, which includes board; so that during the season of six or eight months in the United States they can earn far more than during the year in Scotland, yet go and come each way and have four months' rest with their families. And I also learned that by buying a return ticket they got a cheaper passage than \$17.50; and they are sometimes able to get in one or two months work in Great Britain after they return from the United States.

I am informed by Commissioner Powderly and Commissioner Schulties that a person of high authority on labor questions in Great Britain informed them that these birds of passage, working in America during the best of the season, often sadly interfere with the workers in Great Britain late in the season, by competing with them, on account of returning too early from America. Commissioner Powderly in his report gives the figures from the Government Board of Trade Report of Great Britain as being 370,697 British and Irish return passengers from the United States during the years from 1881 to 1889, inclusive, and the steerage emigrants from the United States to Great Britain had increased from 20,048 in 1879 to 71,392 in 1889, or over 250 per cent in ten years, and 91,000 steerage passengers went from New York, Boston, and Philadelphia, to Liverpool and Glasgow during the year ending

June 30, 1891, four-fifths of whom the steamboat owners estimate will return to the United States.

Aberdeen, Scotland, has produced a great many masons who are also stonecutters; the great granite quarries being at Petershead only about 30 miles away. A Lowell, Mass., journalist, who had relatives near Petershead, told me that he had often been there in years past and was now stopping near there; that he had then lately visited one quarry where there were only about 35 men employed, in which there had been prior to our late tariff on granite, several hundred men employed. I was told by many masons that formerly they had to pay \$12.50 to join the mason's union in New York and other cities; but that during the past year it had been raised to \$25; and this was accounted for by some of them from the fact that most of the masons from that region of country were both masons and stonecutters, and they had to join two unions and pay \$12.50 each.

The masons at Aberdeen informed me that there was not so large a movement to the United States during the present year as formerly, and as a reason for that gave: First, the knowledge that the laws of the United States prohibited contract labor, and some of them did not like to go to the United States without having an assurance of work; second, on account of having to pay \$25, instead of \$12.50 as formerly, to the American unions.

I only mention these two facts to show what reasons are given for the diminution in numbers, and to show how small a barrier prevents emigration to distant lands. Of course, no record has ever been kept anywhere of the number of this class of emigrants. My information was obtained from masons, masons' helpers, business men, and others.

I afterwards obtained information in reference to similar movements of people going from different parts of Great Britain, Holland, Switzerland, and Italy, which I shall refer to hereafter. It is a movement which is generally well known in the localities from which the workmen go, and in the localities in which the workmen work in the great cities of the United States.

In a general way I found that from Edinburgh and its vicinity went masons and plumbers very largely; from Aberdeen and most of the large towns and cities went masons and stonecutters; while from Glasgow there went mostly masons and painters; while carpenters and other mechanics go in more or less numbers from all of the towns and cities.

Having learned by telegram, July 19, while in Scotland, that Hon. John B. Weber, the chairman of our Board had arrived in London on Saturday, the 18th day of July, I proceeded to London on Monday, the 20th, where I found on my arrival Tuesday morning that the other members of the Board had met on Monday, the 20th, and decided that after the Board had visited Liverpool the next day, July 21, that the work concerning the object of the Commission in the balance of Great Britain, France, Switzerland, and Italy had been assigned to Commissioner Powderly, Commissioner Schulties and myself, Commissioner Schulties to go to some parts of Germany; and that the chairman and Commissioner Kempster were to take the balance of Europe. I immediately joined the other members of the Commission, except Commissioner Schulties, and proceeded with them to Liverpool. Concerning what the Board did there as a Board is given in the general report of the Commission; I will therefore not speak of it here. It was decided that Commissioner Powderly and myself should remain a few days at Liverpool.

At Liverpool Commissioner Powderly and myself were present on the *Arizona*, by invitation, to observe the inspection of emigrants, life-boats, and the condition of the boat by the Government surgeons, boat's surgeons, and Government officials. As the safe, proper, and sanitary condition of emigrants from the various European countries to the United States was not a matter contained in your instructions to our Board, I shall not in this report refer to any of the conditions relating to the safety, the health, or the morality of the emigrant in their passage from their homes to the United States. Our only reason for accepting the invitations from the steamboat companies, on occasions of the inspection of the boats and passengers before sailing, was as a means of getting information concerning objects for which you created the Board, as contained in your letters of instruction. The *Arizona* belongs to the Guion line, which has always had a monopoly of carrying the Mormon passengers from Europe to the United States.

THE MORMON MOVEMENT.

Liverpool is the headquarters in Europe of Mormon activity, Brigham Young, jr., being at the head of the Mormon Church in Europe and residing at Liverpool. At the time we were there he was absent, but Elder Anderson, one of the "seventy" of the Mormon church, was in charge, and took Commissioner Powderly and myself to the office and printing establishment at headquarters. Elder Anderson answered all our questions, opened his books which related to immigration matters to us, and seemed willing to give us all the information for which we asked. He also gave us their circulars and instructions to emigrants.

Elder Anderson freely admitted to us that he and all Mormons believed polygamy to be right; but that now the Supreme Court of the United States had decided the law in the United States against it to be constitutional, that the church had adopted a rule against it in the United States, and that they so inform their converts. He further said that the Mormon Church teaches that the Constitution of the United States was inspired, but that until they had a definite decision from the Supreme Court of the United States they did not believe that the law against polygamy was constitutional. I asked him what they preached or taught their converts in Europe regarding polygamy. His answer was that they taught nothing, but the converts usually asked about it; that the Mormon teachers in Europe would not deny their faith when asked by the converts, but always admitted to the converts that polygamy was right by divine law; that the same was against the law of Great Britain and the law of the United States; that polygamy could not be practiced either in Great Britain or the United States, and that they would not assist or encourage any Mormon convert to go from Europe to the United States if they did not intend to obey the law of the United States in regard to polygamy and abstain from polygamous marriages.

Afterwards, Elder Anderson called at our hotel to say that an outsider who was not a Mormon had called at their office to get assistance to emigrate to the United States, saying that he, the intending emigrant, understood that the Mormons gave aid to emigrants. He said that he had come to us to make it plain, if he had not done so already, that the Mormon authorities of Europe gave no assistance to anyone, not even to Mormons. They had, he said, arranged a fare from Liverpool to Salt Lake and other points in that region of country, and when there are in-

dividuals enough they send a man with them as a guide, to look after baggage, tickets, and other matters. When an outsider wants to go with them they charge one pound more than the cost of the ticket, in order to cover the expense of the guide.

He had, prior to this, left at our hotel their instructions to emigrants except the one regarding polygamy, which he said had been sent to be explained at all their conferences and to all intending emigrants.

Elder Anderson also said that his residence abroad had more and more convinced him of the tenet which was taught in their church, that the Constitution of the United States was inspired, and that the fall of the Mormons in Utah of the high justice administered by the English courts was fallacious. He gave several instances which came under his own observation. He said he should return to "Zion," as all America is called by the Mormons in Europe, with the feeling that except for the injustice to the Mormons through the ignorance of the people generally as to their real faith, that justice was more equally administered in the United States than in Europe. He informed us that the Mormon authorities in Europe would fully carry out the laws of the United States on the subject of polygamy, and that all that they do and teach in this regard, and the instructions which they give in their circulars and at their conferences, will at all times be open to the inspection of the authorities of the United States. He said that they had 4,000 members of the Mormon Church in the British Islands. He gave the number of Mormons who have gone to the United States, as shown by his books, during the present year as 137, and in 1890 as 437.

In the "Latter-Day Saints' Millennial Star," of March 17, 1890, published at Liverpool, on page 168, may be found a notice marked, "Important—notice and instruction to our emigrants," from which I quote

We must continue in harmony with the emigration laws, both of this country and the United States, and as we are under the jurisdiction of both, we desire all our people to see that they infringe the law in no respect.

Then follows a fair résumé of our law upon the subject of emigrants, except that, as Elder Anderson explained to us, the matter in reference to polygamy was explained in all the conferences and by all of the teachers. The prices given in that circular gives the fare from Liverpool to Salt Lake City, Ogden, Provo, and Spanish Fort as £12 15s. 8d.

In this relation it is also stated that there are certain stations in the United Kingdom where steerage passengers are entitled to obtain transportation to Liverpool at less than ordinary fares by showing a steamship ticket and on production of a special order, which can be procured at their office. The names of such stations may be ascertained by inquiry of the conference presidents. The special order is only given with the steamship ticket.

In another issue of the same Latter-Day Saints' Millennial Star, of January 27, 1890, at page 56, in a controversial article, to meet the statements of Rev. R. Young, from which this article quotes that he said that "thousands of young women are decoyed annually to Salt Lake City for immoral purposes," the writer gives statistics of Mormons who have emigrated from the British Mission during the years of 1837, 1888, and 1889 as 2,149. Of course this table is given in an analytic form for the purpose of disproving the statement of Mr. Young, but it is probably equally useful in showing the numbers of Mormon emigrants who go from Great Britain to Utah.

In an advertisement of the Guion Line, which I got at a steamboat office in Londonderry, and which gives a fair statement of the laws of

the United States in reference to prohibited classes, except Mormons, ex-convicts, and contract laborers.

While at Liverpool I received much confirmation that mechanics from various places in the United Kingdom are in the habit of going to the United States in the spring, working during the spring, summer, and fall, and returning to spend the winter months in Great Britain with their families. One of the principal steamboat agents in Liverpool, Mr. James Tibbitts, told Commissioner Powderly and myself that he had sold tickets to about fifty mechanics to go to Boston during the present season, and that he knew they were to return in the fall. He also said that he often sold tickets in the spring to iron-mill workers, and that he often sold them tickets to go to Cleveland, O., and Pittsburg, Pa.; that they usually went for the season only, and then returned. This gentleman told us that he always tried to divert them to English colonies. At Manchester, England, a young man, who was a cotton-spinner, who was seeking for a situation at Manchester and who had been working at factories not many miles from there, told me that many spinners who desired to go to Fall River or Lowell, Mass., or other places in the United States, had a way of securing places in the United States to work as follows:

At manufacturing establishments where cotton-spinning machinery is made and sold for factories in the United States, cotton-spinners desiring to go to the United States leave their names, which are given or sent to the persons ordering the machinery, and through these means many persons secure situations in the United States before they go. I could not find at Manchester that there was any emigration to the United States except the natural and normal emigration. At Birmingham I was told by a decorator that the house-decorators of England and Scotland managed to get in three seasons during the year in the following-described way: They first go to the large Atlantic seaboard cities in the United States, where the house decorations usually take place in the spring and early summer; then they cross over to the large cities and towns in Scotland during the summer months, where the house-decorating season occurs during the summer months, preparing for the inflow of people from London after the season is over in London, commencing in August; and then in the fall they go to London, where the house-decorating season is during the fall, making preparations for the season, which commences after the shooting season in Scotland is over. This round of seasons, if the man told me the truth, is highly advantageous to the decorating craft of Great Britain, but it would seem that it would greatly interfere with the decorating craft of the seaboard cities of the United States, where the spring decorating season is the principal one.

At Manchester, at the office of Thomas Cook & Son, 61 Market street, Manchester, where steamship tickets to the United States are sold, I obtained in the ordinary way, by asking for it as would any person desiring to go to the United States, a folder of the Chicago, Milwaukee and St. Paul Railway Company, which gives glowing accounts of pretty much all of the Western States and Territories, and with it was handed me a pamphlet entitled "Dakota, U. S. A., and its advantages to the home-seeker."

On it was printed:

Condensed map of the Chicago, Milwaukee and St. Paul Railway, of Illinois, Wisconsin, Iowa, Minnesota, Missouri, South Dakota, and North Dakota.

There is a long and glowing account of the free lands in Dakota,

showing from 18,000,000 to 30,000,000 acres of free lands in Dakota, and at the end of the same is this notice:

How to reach Dakota. The Atlantic Ocean steamship lines have agents through the United Kingdom. Any agent can sell a passage ticket to any point in Dakota, by way of New York, Baltimore, Philadelphia, Boston, Quebec, or other seaboard cities; thence by railroad to Chicago; and from there to destination, via the Chicago, Milwaukee and St. Paul Railway; A. V. H. Carpenter, General Passenger Agent, Milwaukee, Wisconsin, U. S. A.

The pamphlet also contains directions for making preëmptions, homesteads, and tree claims.

At the office of Thomas Cook & Son, shipping department, Ludgate Circus, London, there was given to me from a pile hung up in the office the large advertisement of the Allan Line and State Line steamers, from Glasgow and Londonderry to American seaports, in which, under "Philadelphia" will be found this sentence:

This State (Pennsylvania) abounds in coal and iron industries, and offers probably the best opening in the States for miners, ironworkers, etc.

Under the head "Boston" is found this sentence:

Being the seaport of the great and wealthy New England States of Massachusetts, Maine, New Hampshire, Vermont, and Connecticut, is unquestionably the proper landing place for all parties to the New England States. These States, from their numerous manufacturing industries, offer great inducements to mill operatives, artisans, etc.

On the reverse are given the reduced fares from about eighty-one places in Scotland and England to Glasgow, Scotland, and the second cabin and steerage fares from Glasgow to about as many places in the United States by steamship and rail. For instance, the steerage and railway fares to the places given below are as follows:

	£	s.	d.		£	s.	d.
Scranton, Pa.	4	9	7	Rome, Ga.	7	4	7
Trenton, N. J.	3	19	4	Springfield, Ill.	6	16	5
Wilkesbarre, Pa.	4	8	0	Chicago, Ill.	6	5	0
Wilmington, Del.	3	19	2	Cleveland, Ohio.	5	7	8
San Antonio, Tex.	10	11	5	Philadelphia, Pa.	3	16	0
San Francisco, Cal.	15	13	6	Bangor, Me.	4	12	8
Saginaw, Mich.	6	6	3				

I found many advertisements all over Great Britain with flattering offers of land and bonuses, made by the Canadian Government to emigrants to Manitoba and the Northwest Territory in Canada. These advertisements will account for many who first go to Canada and then cross over to the United States.

EMIGRATION FROM GREAT BRITAIN OF CONVICTS AND EX-CONVICTS TO THE UNITED STATES.

In your verbal instructions I was asked to look, as far as possible, into questions relating to the emigration of convicts or ex-convicts from European countries. While in Great Britain I received information regarding the system which has been in vogue in Great Britain for about eleven years past, which is so connected, according to my information, with the Government of Great Britain that I have hesitated to give the actual facts as they were made known to me through records, reports, and verbal official sources. If my information was correct

there can be no law of the United States which will put an end to it. It can only be done by bringing the matter to the attention of the Government of Great Britain, and seeking its coöperative justice in united action with our own Government.

Owing to the objections of her colonies, Great Britain practically ceased in 1853 to transport beyond seas her criminals to any of her own colonies, except as below stated.

Under the laws of 1853 and 1857, tickets of leave or remission were granted until 1863, when, owing to the great increase of crimes, public opinion compelled a change, which was effected by the law of 1864, which did away with tickets of leave or remissions and substitutes—a conditional license to the convict to be at large, after a certain period of confinement, during good behavior. In 1867 transportation to her colonies wholly ceased. The law of 1864 was amended in 1869, 1871, and 1879, curing the defects in the system of reporting and supervision, and changing the officers from the police officers to special officers, to whom the licensee reported monthly (except women, who only reported change of address, and who were frequently visited by women appointed for that purpose) and who kept a complete descriptive list and record or history of the licensee, furnished to him by the central office at London (convict supervision department), and which he is always ready to furnish to the police, Government, and courts. He attends the criminal courts for this purpose when a licensee is arrested for a violation of the terms of his license, or for a new offense. These officers are in every city and county.

In 1880 there were about 25,000 convicts (felons) in the prisons and on tickets of leave in Great Britain, 10,839 in prisons, and the balance on leave. In 1885 there were less than half that number; that is, 8,386 in prison and 3,378 who were out of prison under surveillance. From 1879 to 1886 there was a decrease of 2,500 actually in prison (average), saving £87,000 per year (at £35 per man). Those who have perfected this system, and who are important Government officers, claimed to me to have reduced the prison population of Great Britain from about 25,000 in 1880 to less than 12,000 now; that is, those in prison and those on leave who remain in Great Britain.

HOW WAS THIS ACCOMPLISHED?

First. There are from eighty to one hundred discharged prisoners' aid societies in the United Kingdom, to the care and custody of one of which, every discharged prisoner, whether on license or not, is always discharged.

Second. When discharged the Government pays to the society practically from £2 to £6, which is the money the prisoner is supposed to have earned during his confinement, which sums are added to by the society, with which the prisoner on leave, if a felon, is generally assisted to go to the United States, if he can be persuaded to go; and he is generally only too glad to go and leave behind him his troublesome record, which faces him in every court on the commission of a new crime, from which he is free in the United States. And he is at once rid of his obligations to report to an officer every month, and rid of the never-sleeping eye of the officer.

Third. He is sent by the society to some officer at a sailing port to be sent to the United States by the society. The officer goes to the ticket agent and buys the ticket, or he sends for it; and neither the agent nor the officer nor the owner of the boat knows the ticket is for

a convict under surveillance, who really should be in one of the prisons of Great Britain serving out his term.

Fourth. When he arrives in the United States he usually changes his name and reports to the officer of the society only, which officer or society sends him money, if he needs it, in small amounts, generally through postal orders.

Fifth. Many long-termers have been so released and are now in the United States. Twenty years is practically the length of any murderer's term in Great Britain who has been sentenced to a life imprisonment. The balance of his life sentence he serves out, living as he chooses in the United States, assisted there by a fund made up partly by the British Government and partly by these benevolent societies under the patronage of the Government. The sum of \$435,000, yearly saved to the Government of Great Britain by this system, will of course pay the passage of a great many men to the United States at the present low price of steerage \$17.50, and will give each one of them a few dollars to commence life again on this side of the Atlantic. Of course the Government of Great Britain does not do any of this directly, but does it all through these benevolent societies, which are really semiofficial.

Sixth. During the present year some of the officers claimed that instead of sending them to the United States they are sending them to Canada, doubtless the Government officers and societies' officers well knowing that as soon as they reach Canada they will go to the United States as soon as they can purchase tickets with the money furnished them to "start with"—to "*start with*" from Canada to the United States.

Seventh. One officer from one society sent of these "licensed" criminals in 1887 24 men and 4 women to the United States, and 19 men and 4 women to Canada; and of the whole 52 only 6 men and 1 woman have ever returned to England, as a complete record is kept in the records at the general office in London of every criminal who ever returns from the United States after once being assisted to go there.

In 1888 he sent 39 men and 3 women to the United States and 7 men to Canada, of whom only 5 men ever returned to England.

In 1889 he sent 32 men to the United States and 6 men and 1 woman to Canada, of whom only 2 men ever returned to England.

In 1890 he sent 19 men and 1 woman to the United States and 15 men and 2 women to Canada, of whom only 1 man returned to England, and he returned from Canada.

In the forepart of 1891 he sent 4 men and 1 woman to the United States and 5 men to Canada. He has never had but 2 men (criminals who refused to emigrate. These two men demanded their earned salary and claimed the right to stay in old England. *This was from one port only and from one society only.*

Eighth. Of all sentences one-fourth of the time can be spent on license out of prison by reporting monthly. The judges of England fully appreciate what a great benefit to England it is to have the criminals serve out the principal part of their term in the United States, and have a fashion now of giving the prisoners whom they sentence *short* penal sentences to be served in prison with a *very long* term of surveillance; that is, to report monthly on license to an officer.

Ninth. The cheapest rate and nearest port, generally Boston, is selected as the point in the United States to which tickets are bought for the ex-convicts.

Tenth. The Government and officers of the Government, as well as the officers of the societies, care nothing for the convicts and ex-con-

viets after they leave Great Britain; for the highest officer in the Government service having charge of this matter told me himself that they were only too glad to get rid of them.

Eleventh. I was informed by good authority that whenever a prisoner was discharged from a prison without being discharged to a prisoners' aid society he was only given £2; whereas if he were discharged to prisoners' aid society the prisoners' aid society was given by the Government for his benefit the sum of £6. And this sum in every case of felons where there is a penal servitude and a term of surveillance is used by the society and its officers, in every case where the convict can be persuaded to go, to pay the convict's passage to the United States or Canada.

An officer, who had the best facilities for knowing, made an estimate for me of the number of all the felonious criminals imprisoned in Scotland who were assisted to emigrate to the United States, and his estimate was that one-half of them went to the United States by the assistance of these discharged prisoners' aid societies. He also informed me that they invariably change their names, and often write to him confidentially giving their former number or name, and he thought few of them ever returned to Great Britain.

Another officer, who had the best means of knowing, informed me that this system of imposing *short sentences* of imprisonment and *long terms of surveillance* was a policy adopted to rid the Government of the expense of maintaining their criminals; and while he admitted that it was wrong as against the people of the United States, he said that it was the policy of those higher in authority than he, and had done very much to reduce the prison population of Great Britain by many thousands.

A partial list of the prisoners' aid societies I herewith transmit. But while this list runs up to about eighty, yet I was told by one of the principal officers of a society in London, who had done much to get a list of these societies, that it was a singular feature of these prisoners' aid societies that they did not act together nor in general concert, but that each prisoners' aid society was a local affair, each acting for itself; and many of the most important ones refused to send any information or statistics to the committee which is attempting in London to get the statistics from each one throughout the country.

Yet these societies by law are greatly assisted by Government, and it is a significant fact that when a prisoner is not discharged to one of these societies he is only granted £2, while if discharged to a society the society is granted £6, which it will be observed is sufficient to pay his passage to the United States, which takes on an average less than \$20, and will leave him about \$10 when he arrives; and I was credibly informed, by those who knew, that they are often assisted by the societies when they had arrived in the United States.

Commissioners Powderly and Schulties have the very best evidence that money has been sent from some of these to British convicts, who had been sent to the United States from Great Britain after the appointment of this commission. And they also have the record of money having been sent to other convicts through the post-office departments of Great Britain to the United States; all of which will appear in their reports.

The officers of the societies always purchase the tickets for the convicts, and purchase what necessities they need on the passage. They see them aboard the steamers, and hand them the balance of their money when the steamer is about to sail.

The governor of one of the great prisons in Great Britain informed me that, under the present system, there had been the most remarkable decrease in the prison residents of Great Britain in the last eleven years; and when asked by me the real cause of this great reduction he could only give as a reason that by the better education of the masses, and the influence of prisoners' aid societies and reform schools had this change been brought about.

And yet in the fifth report of the central committee of the discharged prisoners' aid societies, of July, 1890, the last one which I could obtain, in which is contained the list of all such societies in Great Britain which could be obtained by the society, and which is transmitted here with, it will be found that the statistics are based almost entirely upon short-termed convicts, where but few are given as being assisted to emigrate; while they report several of the most important societies as refusing to send statistics, and some of which, I was informed by the secretary of this very society, in the presence of Hon. D. C. Bell, special commissioner of the Columbian Fair, as assisting the most in emigration, notably "St. Giles Christian Mission."

In this report it is stated:

But notwithstanding all that has been written or said on the subject, some judge still persist in sentencing habitual and repeatedly convicted criminals to *short term* of imprisonment, and this notwithstanding the fact that the particular offense for which a person may chance to be convicted is presumably but one of a long series of undetected crimes. When such persons come up for discharge from jail a prisoners' aid society is at a loss to know how to deal with them. As a matter of fact most societies appear to decline to spend money upon them on the ground that their reformation seems to be hopeless, and perhaps they are right; but, if so, what is to be said of a system which so deals with the criminal that a society which is formed for the express purpose of aiding discharged prisoners can not be advised to waste money upon so unsatisfactory a case. I wish to press this point home if I can. I a judge who passes a *short sentence* on an habitual criminal prepared to advise prisoners' aid society to expend £2 in assisting the man on his discharge? The judge is not prepared to do this, what on earth is his object in passing this sentence? If a man is sent to penal servitude for five years or upward he is, at any rate, prevented from injuring the innocent for a considerable length of time.

And yet in the report on the history of the department of the metropolitan police, known as the convict supervision office, prepared by James Monroe, esq., London, 1886, it is stated on page 8 that "with reference to the great decrease in penal sentences during the last six years the judicial authorities, knowing that the supervision is no longer a dead letter, now sentence men and women to terms of imprisonment instead of penal servitude, with a sentence of supervision to follow, while I was told by an officer very high in this very department that the judges generally inflict *short imprisonment* and *long periods of surveillance*."

It is stated on page 10 that—

Many [convicts] have been assisted to emigrate, and the *very large* number of letters of those received show that the work has been appreciated by the discharged prisoners who have been assisted.

On page 11 the report continues:

On the Wednesday previous to their liberation officers of this department attended Milbank prison and inspected each convict separately, read the particulars of the conviction to him, and take his description for the purpose of verification. At the same time each prisoner is served with a form, directing him where to report on discharge, which is fully explained to him.

I was informed by good authority that these officers always, or nearly always, explain to these convicts the policy of the societies to assist them to leave the country.

On page 11, as is explained, and as I was informed by good authority, when a prisoner is discharged to an aid society £6 is allowed for his benefit, otherwise only £2. It is shown on page 19 that the gross annual cost of a prisoner amounts to £35 per man, and that by this system £87,000 is saved per annum.

In view of what the governor of the prison above referred to said to me as a reason for the great diminution in the residents of the prisons of Great Britain in the last eleven years, it is peculiar that this commission, on page 19, stated as follows:

It is noteworthy that all the forces and agencies, such as education acts, temperance societies, friendly and other charitable institutions, were in full operation for many years previous to 1880, but no diminution of serious offenses took place; and, as a matter of fact, there are prison governors and chaplains who entertain the opinion that many of the lads who have been sent to the reformatory make the very worst criminals, owing to their having had a little better education than men formerly received.

While there seems to be a conflict between the figures that are given in this list in my report and the estimate placed by the governor of the prison above referred to (his estimates were that eleven years ago the resident prisoners of Great Britain were about 20,000, and now less than 12,000), yet the officer above referred to, high in authority in this department, estimated to me in a conversation that eleven years ago there were about 25,000 resident prisoners in Great Britain, including those in prison and those under surveillance, while now he estimated the whole in prison or under surveillance at about 11,000, or under 12,000.

And this same officer said to me:

I claim that the credit for this great diminution is due to the registration, the taking of photographs, the furnishing of the record to the local government agents, who keep a surveillance over the prisoners, and to the work done by the prisoners' aid societies.

And when I asked him what was done when these convicts with short sentences and long periods of surveillance left Great Britain, his answer was: "Oh, we are only too glad to get rid of them."

I obtained quite a number of the records of the local societies, but for some reason I find that a part of them have been mislaid or lost; but I desire to quote from the 1888, 1889, and 1890 annual reports of the Worcestershire Discharged Prisoners' Aid Society, of which, during all that time, the Right Honorable the Earl of Beauchamp was president, and many high dignitaries were on the committee and occupied other positions in the society.

In the report of 1888, on page 5, it says:

There have been only two cases of emigration within the past year, and in each case part of the passage money has been found by the applicant's friends. One is doing very well, being employed in a large store; the other, who had relatives in the colony, has not been heard from. It would be well to say here that your committee does not approve of emigration, except under very exceptional circumstances as they are of the opinion that it is scarcely fair to our colonists to send out any of the really criminal class from this country. But there are cases, where the prisoner is young or has not been previously convicted or where bad companions have been the cause of his fall, in which emigration seems the only chance of improvement; and your committee considered themselves justified in departing from this rule.

On page 7 they say:

Before passing on to the statistical portion of the report, it might be well to say that discharged prisoners' aid societies are now organized by the judges of assizes, of courts of quarter sessions and migrations; and in cases of first conviction and where there seems a prospect of reclaiming the prisoner, nominal sentences have

been passed on condition that these societies would take charge of such cases on discharge. Your committee are glad to say that in every case such recommendation has been attended to, and with satisfactory results.

It is a significant fact that the right honorable president closed his report by speaking of a gentleman at a seaport, who has been a good friend of the society, and that he will always look after any prisoner who may be sent there, find lodgings, and exercise a friendly supervision over him. On page 11 it was explained by a Mr. Hastings how the money was sent by the Government to the aid societies, and by them expended for the benefit of the convict.

In the report of the same society for 1889, on page 6 in the report they speak of a gentleman at a seaport who has been their agent, and commend him for his care of the cases committed to his charge, and say :

He has been of the greatest service in procuring situations for destitute prisoners as stokers on board of steamships, and other employment on vessels. He receives them on arrival, procures lodgings, and exercises a friendly supervision over them until they are placed on board. Letters have been received by your committee from prisoners who have been aided by him, and expressing their thankfulness for his kindness.

The committee also, on page 7, speak of sending one to Canada and they say that they have just refused the applications of many prisoners who have applied to be emigrated; as they say, in their opinion, it is unwise to afford such facilities to those who have broken the law; but the chairman in moving the adoption of the report, says:

With regard to the question of emigration, the committee quite believe that there are cases in which it is desirable that the society should assist men to emigrate; but there were two obstacles in the way of granting the application. The one was the fact they had no proof that the man would do well when he arrived in the colony, the other was that neither for the sake of the colonies or the example of this country, was it desirable that those who had broken the law should be put in a better position than others who had not done so. In some cases they had sent prisoners to the colonies, but that was usually done in case of a first offense and where the offender was likely to do better in the colonies.

And among the selected cases, commencing on page 9—

No. 2. Was sent to Liverpool where work was procured for him as stoker.

No. 10. Was sent to Cardiff and employment on board a ship was procured for him. Has not since been heard of.

No. 12. Was sent to his friends who promised to assist him, but deciding to go away, they paid his passage.

No. 13. Was sent to Liverpool and a situation procured for him as stoker.

No. 14. Was sent to Manchester at his own request, where he said he could get work. He has not communicated to the agent since.

No. 23. Situation procured for him as stoker on board a steamship and has not returned to this country.

No. 25. Situation as stoker was procured for him on a steamship, and he sailed for Australia.

No. 29. Was sent to America, his friends refunding the amount expended. Letters received while he procured a situation immediately on arrival, and thanked the society for their help.

No. 32. Situation as stoker on steamship was procured, but has not yet returned to this country.

No. 33. Situation as steward on a steam vessel was procured for him; he has since been heard from as doing well; *was not sentenced by the magistrate, on condition this society undertook his case.*

This report shows how many of these prisoners, by one society, whose committee does not think it right to send their convicts to the colonies, manage to get away as stokers on steamships and in other ways.

The annual report for 1890 contains in its report the following, on page 4:

In considering the cases brought before your committee, they felt compelled to refuse grants to prisoners of a certain class, namely, those who are constantly being arrested, or who are leading a vagrant life. To the former, any relief would be useless, and for the latter, the union (which is the name for the poorhouse in England) is the only proper place. If they wish to make their way to *other localities*, the Vagrant Relief Society is a medium by which they can get sufficient food as they pass on through the different unions.

On page 5 is found the following:

Your committee has not defrayed the *cost of emigration* for any prisoner this year *entirely* from the funds of the society, but they have assisted four deserving cases, where the friends of the intending emigrant had subscribed a certain sum towards the expenses. Two of them were under sentence, but remitted on consideration that your committee took up their case, and their friends have collected nearly sufficient money; the balance was made up by the society. Encouraging accounts were received of their well-doing. The agent in each case had them seen safe on board, with sufficient means (intrusted to the captain) to keep them on arrival until they could obtain work.

The committee on closing its report also again extends thanks to an agent in a seaport town "for his valuable assistance, not only in arranging for the *emigration of discharged prisoners*, but also for his kindness in finding employment for *many* as stokers and seamen."

Mr. Hastings, in seconding the motion of Lord Beauchamp for the adoption of the report, said:

The home at Liverpool was of the greatest possible use, and we are greatly indebted to the managers of that home for the kindness they showed. They took boys into the home and kept them without charge. They taught them a trade, and provided them with the means of subsistence by sending them to sea or *providing them with means of emigrating*, and there is every reason to believe that most of those who were sent to that home turned out well.

In the selected cases—

No. 12 was sent to Cardiff, where a ship was found for him, and satisfactory accounts are received of his well-doing.

No. 18 sent to sea, and is still in the same employ and is giving satisfaction.

No. 19 sent to Liverpool and ship procured for him, but after signing the articles absconded, and has not been heard of since.

No. 20 went to America, his friends providing part of the funds necessary. Several letters have been received from him saying how well he was doing, and thanking the committee for its assistance.

No. 25, brother in America sent him passage money, the society provided outfit, his friends here being unable to do so, being very poor.

These three annual reports are herewith transmitted. While in the reports the officers generally speak of sending the convicts to the colonies of Great Britain, I have the best authority for knowing that "Boston" is the colony generally selected.

In the 27th annual report of the Metropolitan Discharged Prisoners' Aid Society, 15 Buckingham street, London, W. C., on page 4, the report says:

Since 1864, agencies for the assistance of discharged prisoners have been started all over England. It is believed that the system now extends to every local prison in the country. The Metropolitan Discharged Prisoners' Aid Society acts as agents for seven provincial aid societies.

On page 5 they refer to the fact that the prisoners passing through Pentonville prison are those undergoing short sentences, and are therefore to a large extent first offenders, and frequently very young.

On page 6 it is stated that—

The society also acts as the administrator of the grants which the commission of prisons under the prisons act are enabled to make for prisoners on discharge. The society is certified under the prisons act for this purpose. The whole of their grant must be expended on the prisoners. Much more than the official grant is in fact every year actually expended on them.

Among the ways of assisting prisoners, it is stated on page 6—

It sometimes consists in putting him in communication with a former employer or taking him to some place where *mere physical labor* is required, without previous character.

On page 8 it further states:

The society has large opportunities of assisting persons, not convicts, but who are a nucleus for the criminal class. Such cases do not at present come within the limit of their general powers, but they are always prepared to assist such cases by administering special funds given them for that purpose. And an appeal is made to those in touch with the object of the society to contribute funds.

And then they significantly state, after making such appeal, on page 9, that—

Expenditure under this head, properly directed, can not but be advantageous to the *recipient*, and even more so to the *community*.

In this report, out of nine cases that are given, five of them were cases where they were assisted to get positions aboard of ships.

In the 9th annual report of the Southwest Lancashire and Wirral Discharged Prisoners' Aid Society for the year 1890, they acknowledged to have assisted four persons to emigrate; and the chairman in moving the adoption of the report, stated that many of the prisoners got back into prison again, and he asks:

Is there no remedy for this constant evil? Not a growing one, it is true, but permanent. Could not this defect in our prison system be remedied by influences of some kind, and could not the Home Secretary frame some bill whereby that floating mass of fallen and depraved humanity might be so isolated or so removed from an active intercourse as to be no longer a danger to the well-ordered bulk of our population?

In the 1891 report of the operations of the Prisoners' Aid Society of Glasgow, it is stated that the officers had adopted the suggestions of one of *Her Majesty's prison commissioners* as to the dispersion of assisted prisoners; and that the large number of 117 had been sent out of Glasgow to places where they had a prospect of obtaining employment.

In their report of special cases, among others they report a young man who sailed for *America* in August. His friends helped him away, as there were *eight convictions* against him for theft, some of which were *long sentences*.

In the 1890 annual report of the Bucks Discharged Prisoners' Aid Society, among the objects of the Society are these rules:

No. 2 provides for *emigration* and exercising friendly supervision over them (convicts).

No. 6 provides for appointing an *agent* to administer to the relief and in exercising the supervision contemplated by the society.

No. 7 provides for receiving the money due from the Government under an act of Parliament.

In the report is this statement:

The *altered position* of the society consequent on the *closing* of the prison at *Aylesbury* was discussed, and the meeting agreed that it would be desirable to continue the operations of the society, and *Resolved*, That the committee have power to disburse the funds of the society towards the *emigration* or other assistance of discharged prisoners belonging to the *county of Buckingham*; and that such assistance be rendered either directly or through the societies connected with the prisons from which such prisoner may be discharged.

Here is a society that found its particular occupation gone, because the prison had been closed; but it was thought best to continue the operations of the society and to *emigrate* the prisoners from that county

in other prisons through other prisoners' aid societies. Doubtless in order that their county might be rid of those whom it might be undesirable for the county to continue to have as residents.

The laws of Great Britain on the subject of imprisonment and surveillance are herewith transmitted. They were for a long while used by an officer whose business it was and is to *emigrate* British convicts to the United States.

In the report of the police establishment and the state of crime, with tabular returns for the year ending September 29, 1890, for the city of Liverpool, there will be found on pages 51 and 52 the record of *fifty persons* who were *emigrated*, all of them being discharged convicts on license, under the provisions of the prevention of crimes act of 1871, section 8. I have the best of authority for believing that they were most of them sent to the city of Boston by the authorities direct.

I desire here to call your attention to the fact that the new system for a term of imprisonment and a term of surveillance is the basis under which so many criminals are sent from Great Britain to the United States, for, according to the law and the records as given in the schedules, one-quarter of all terms of imprisonment, under good behavior in prison, may be remitted, to be served under surveillance; and under the great activities shown by this large number of discharged prisoners' aid societies throughout all Great Britain, a cover is afforded, under the name and action of benevolence, for not only the nation but for communities to rid themselves of a large percentage of their worst criminal classes.

It is undoubtedly true that these benevolent discharged prisoners' aid societies give much assistance and encouragement to discharged prisoners; but it will be found in the reports given in the schedules that the short-termed prisoners are very generally found employment or assisted to employment or assisted in various ways in Great Britain, but from the records which were open to me, the information which I had from officers who administered the law and had much of the disbursement of the funds of the societies, and officers who governed and controlled the whole system, I can not but believe that this great system, under the name of benevolence to the convicts, is a vast engine to rid the country of its worst class of criminals.

I am well satisfied, from my own investigation and from the information which I gained, that the Government of Great Britain, while not directly sending its convicts and ex-convicts to the United States, yet it governs and controls through these benevolent discharged prisoners' aid societies the whole system, and nothing but a direct appeal to the Government of Great Britain itself will ever stop it. The advantage to the various communities to be rid of their criminals, the advantage to the Government in the saving of expense of £87,000 directly every year, to say nothing of the vast indirect saving in prosecutions and other ways, as named in one of the reports, is undoubtedly too important to be broken up except by a direct appeal to the Government.

I desire to say in this connection that I purposely avoided giving the names of my informants in this report, but which I shall do verbally to you. I further desire to say that most of the above information I learned on my first going to Great Britain in July; but on an attempt by Commissioner Powderly, Commissioner Schulteis, and myself, in October, to obtain further information concerning this subject, and the reports of societies, we were generally met with a refusal to give us reports.

At Glasgow I was given a document which is a notice to a male

holder of a license under the penal servitude act, and is from the chief police officer of the city. It illustrates the method of surveillance and contains excerpts from the prevention of crimes act of 1871 relating to this matter.

PAUPER EMIGRATION.

On the subject of pauper emigration I may say that in many places in Great Britain and Ireland where I inquired about pauper emigration I was often met by the answer that a few years ago there was great deal of pauper emigration, but that pauper emigration was now being encouraged, and I did not find definite evidence of present pauper emigration, either by the Government or local authorities in Great Britain and Ireland; but the laws of both Great Britain and Ireland provide for assisting poor people to emigrate.

In the Charities Register Digest of 1890, published in London, page 58 of the introduction, under the subject of emigration, we find the following. Unions are the English poorhouses:

Emigration is a frequently proposed remedy for helping the unemployed poor. reference to the register will show the cost of passages, the outfit required, etc. Like other modes of charitable aid, it is injurious if applied wholesale. If, as Mr. Fawcett has pointed out, the population continues to increase at the same rate there will not be, except for a short time, fewer hands and more work in the country.

Without self-help and a higher standard of living, such assistance coming from without will be of very partial advantage. Generally speaking, the expense of emigration is so small that those who are likely to become good emigrants are those who can save enough to emigrate—the cost is a fair test of fitness. But, as in other instances, charity is in no way fettered by the application itself. If emigration a good remedy in a particular case and can be applied without removing natural obligations, charity may well use it, as in other cases it would obtain admission to home. Many wish and ask to be assisted to emigrate who, even if generally suitable as emigrants, can be equally well aided in other ways. Sometimes, when medical opinion is given to the effect that a breadwinner out of health in England would be strong and able to support himself in a colony, e. g., at the Cape, he and his family have been sent out. The following is a case in which a good constitution, "handiness," and a large family of sons were considered reasons for assisting to emigrate.

R. (42), married, with *eight children*, from 14 years to 11 months old, was for eighteen years up to a year ago in and out door servant for a lady who resided partly in Hackney and partly in Devon. He was discharged on her death with a quarter salary and had not been able to find any permanent employment since. He has high character of honesty and intelligence, but being of somewhat mean appearance and not a skillful workman, he had little prospect of supporting his family in England. He had been used to gardening and looking after stock. It was therefore proposed to send him to *Canada*, where there was a better opening for a handy, hard-working man. The cost, £50, was large, but *destitution* seemed the only alternative.

In this instance the guardians granted £10. *They, or rather the local government board, if set in motion by them, have large powers in regard to emigration.* If a majority of *owners and ratepayers*, assembled at a duly convened meeting, so direct, they may, with the approval of the local government board, pay from a fund specially raised for the purpose the *expenses of poor persons settled in their union and willing to emigrate.* This fund, it is stipulated, must not exceed half the average annual rate for the three preceding years, and is repayable in five years.

By order of the poor law board, and in conformity with their regulations, the guardians may, at the expense of the common fund of the union, procure, or assist in procuring, the *emigration* of any person who is *irremovable* by reason of a residence of one year.

Further, the guardians may, with the order and subject to the rules of the local government board, expend, without being authorized to do so by any previous meeting of owners and ratepayers, any sum not exceeding £10, "in and about" the *emigration* of any *poor person* settled in the *union*, so long as the total moneys so expended do not exceed one-half the average poor rate during the last three years.

The guardians can thus, if there is a *crisis requiring such remedies*, provide for the emigration of a large number of persons; they can also assist individual cases, *even though they are not at the time paupers*. The confirmation of the local government board is necessary, and therefore the decision rests in their hands. Owing to the representations from the Government of the United States, the local government are precluded, *except in very special cases*, from sanctioning emigration to that country at the cost of the poor rate.

Now, under the local government act, 1888, the county councils may from time to time, with the consent of the local government board, borrow for, among other purposes, "making advances (which they are hereby authorized to make) to any persons or bodies of persons, corporate or unincorporate, in aid of the *emigration or colonization of inhabitants of the county*, with a guaranty for the repayment of such advances from any local authority in the county or the government of the colony." This clause gives to a new and more widely represented body the option for *raising a fund for emigration*. But it does not interfere with the powers already possessed by the guardians. Further, the fund is to be raised under two very exact restrictions. Only advances are made by it, and these are payable on guaranty, either by the colony or by the local authority; and the only local authority that would appear to be competent to give a guaranty for repayment is the board of guardians. But if the board of guardians deal with these emigration cases the objections now taken to "pauper" emigration hold good. On the other hand, if the colony gives the guaranty, it has indirectly a complete check on the amount of money expended and the conditions imposed in sending emigrants to it.

To the enactments by which the machinery of the poor law can be utilized for purposes of emigration, the not unreasonable objection, just referred to, is taken, that the colonies are unwilling to admit the emigrants who bear the reproach of being "pauper" emigrants. But, even if this be admitted, it is almost certain that no other state-aided system would serve the purpose better. "*Is wheat-growing so profitable an industry in any part of the world just now that it should be selected as the one to be subsidized by state aid or state credit, so as to induce more persons to embark in it?*" Does it require so little skill and experience as to be a suitable resource for the unemployed man, whatever his previous occupation? Those whom it is contemplated to take as state-aided emigrants are, for the most part, men who have fallen more below than above the average capacity." In fact, highly organized attempts at emigration in large bodies have seldom met with success; and when philanthropists most desire emigration for others, people in general, if we may trust the returns, are rather less inclined to emigrate, for the rise in emigration is generally coincident with improving, the fall with declining trade. On the whole, then, state-aided emigration or emigration organized on a large scale can not be advocated. It is better to trust to individual enterprise.

In the case of orphan or deserted children who are under the *age of 16 and chargeable to the union*, and who have not place of settlement, or whose place of settlement is unknown, the guardians, with the consent of the local government board, may *procure or assist in procuring emigration*. The consent of the child must be given before justices in petty sessions, and a certificate of this consent has to be transmitted to the local government board.

And on page 164, under the sixty-ninth subdivision, "Applications for Jews, foreigners, natives of Asia, etc.," we find the following:

Applications are often received from foreigners. Last year there was in the east of London a notorious case of certain *Syrians*, who stated that they started from the neighborhood of *Mount Lebanon*, with the intention of going to *Brazil*. There are many such Syrian emigrants, who live by, among other means, begging and selling "trinkets and beads from Jerusalem and Bethlehem." This party said that on their arrival at London they were told that the destination of their ship was altered; a part of their fare was returned to them and they were landed. Their first misadventure was to be robbed of their money by a lodging-house keeper.

Afterwards an Afghan, with whom they became acquainted—

Wrote begging letters for them, petitions which they carried about, and took them to the Thames police court, the mansion house, several of the foreign embassies, charitable agencies, and private persons connected with or interested in Syria. Then they took to begging in the streets, were brought before the magistrates, cautioned frequently, and at last put in prison. This did not deter them, however; they became more cautious and obtained hawkers' licenses. *Eventually they raised enough money to pay their way to America.*

On page 177 of the Addenda, at the sixth subdivision, under the head,

"Expenditure on Emigration, authorized by local government board 1887-88," is found this very significant statement:

In 1887 the local government board authorized expenditure on behalf of 712 emigrants, to the amount of £5,253. Of this sum £4,193 was expended in the emigration of 411 children; £70 was spent in returning 7 foreigners to their native country. *The United States of America are not included. Any expenditure authorized in request of emigration to that country has been limited to the cost of conveyance to the port of embarkation.*

In the twenty-second annual report of the council of the Society for Organizing Charitable Relief and Repressing Mendicacy, of London, 1891, of which the highest personages in England are patrons, president, vice-presidents, council, and committees, there will be found on page 31 the following:

The report of the *emigration subcommittee* is given below. The district committee and the council are anxious to further the subcommittee's policy of creating a division between emigration societies. From various causes, emigration has been during the past year at a lower ebb than it has been for some time, and the more reason does there seem for a reduction of working expenses. The subcommittee have arranged for it, through the services of the East End emigration fund, with which they are in very close coöperation. They have also done something toward furthering coöperation in the case of other societies. They hope eventually, by this means, to promote economy and to help the *emigration societies of London* to obtain a better hearing on questions bearing on emigration, and to *promote a system of emigration* which may be according to the *actual needs* of the people from year to year.

And on page 33, Appendix 1, in the report of the emigration subcommittee, there is found this very significant portion of the report:

With one or two exceptions, in which the emigrants belied the character we had of them and turned out to be drunkards, the accounts we have received have been entirely satisfactory. Only a few, comparatively, have written to us; but letters are sometimes written by them to the district committees, which are passed on to the subcommittee; and many most satisfactory letters have been received by the East End emigration fund, showing that with sufficient care in selection emigrants from London need not fail to do well. Repayments of passage money lent have continued to be made, but only a very small amount. *Several of our applications this year have been from relations of those helped out by us in previous years. This is a sufficient proof that the latter are doing well, and is satisfactory as far as it goes, for it indicates that our work leads to continuing as well as to the completed results.*

That is to say, that paupers who have been sent out as emigrants from London write back to the same emigration society who assisted them, asking it to assist their pauper relatives to go out as emigrants instead of sending for them themselves; *and this is a proof that the first pauper emigrants are doing well.*

We quote from page 34:

In the past year the subcommittee have made grants in a somewhat larger proportion to loans than last year. They are of the opinion that a discretion should, as heretofore, be allowed to them to make a grant or a loan as the circumstances of each case seem to make desirable. * * * Another step in the direction of *organization of emigration* has been made by the formation of an *emigration council*, which arose out of several conferences between the East End Emigration Fund, the Self Help Emigration Society, and our subcommittee. The council, it appears, consists of representatives of each of these three societies, and it is hoped will hereafter include also representatives from other societies. An emigration council so constituted will be able to speak and to appeal to the public with more authority on emigration questions, and will form a nucleus for united action when occasion demands.

On page 35 will be found a record of 76 persons assisted by this society during last year to *emigrate to the United States and Canada*. And on page 36 will be found the record of the years 1887, 466 persons assisted to emigrate; 1888, 458 persons; 1889, 242 persons; 1890, 138 persons. Total number, 1,304 persons.

And on page 89 of the same report will be found the subscription list, amounting to £815 15s. to assist emigration.

I may say that the emigration department of this society I found by accident in the third story of a building in which the ground story is occupied by the secretaries of this and other societies, and there was no sign in the hallway or anywhere leading up to this door.

I inclose a list of penitentiaries, homes, and refuges for fallen women in Great Britain and Ireland. The same shows that there are 82 such institutions in London, 160 in the provinces in England, 14 in Scotland, and 12 in Ireland. I find I only have the reports of one of these institutions, which is the report of the Glasgow house of shelter for fallen women of 1890; and 13 cases are selected and given in this report and a majority of them, to wit, 7, it may from the reading be fairly inferred were sent to the United States.

In the story of the Bradford union, it is shown, on pages 2-3, that in 1871 the Bradford poorhouse or union, as it is called, had, in common with all other unions in England, a permanent system of outdoor paupers to the number of 999, and 259 indoor; that at that time the committee, instead of having a permanent list of paupers, commenced to examine every pauper each week, and on page 3 they say that, after adopting this system, "somehow or another after a short time they disappear."

And on page 4 they state that in 1871 1 in 13 of the population were paupers, and in 1891 only 1 in 110 of the population were paupers; and that in 1871 the tax for poor-law purposes was $24\frac{1}{2}d.$ in the pound of income, and in 1891 only $5\frac{1}{4}d.$ in the pound.

And on page 5 he attributes this great decrease to the fact that they make up a private fund from those interested in the vicinity to *pension*, as it is called in this report, the paupers; which seems to be no cure for pauperism unless the *pension* spoken of be for the purpose of ridding the community of the paupers. At all events, I was told in many places in Great Britain and Ireland that a few years ago, at least, many poor people were assisted to emigrate and generally to the United States.

In the annual report of Dr. Barnardo's homes, east end of London, for the year 1888, on page 34 of it will be found that 3,773 had been sent to the colonies, of which 489 had been sent to Canada in 1888.

On pages 133 and 134 will be found the following:

Of course here (Sturge House), as in so many other departments of my work, the road often *leads up to emigration*. Temptation comes with added force to those who have been for a while withdrawn from its attacks. It is the special aim of Miss Kennedy, and those who work under her, to strengthen the girls against this, and to do so effectually requires in many places that they should be taken out of their surroundings and have a new sky overhead. In *every one* of my girl parties of emigrants in recent years there have been included two or more of the *quondam* inmates of Sturge House. These have done fairly well in Canada, and if this particular agency could but be extended there would be practically an illimitable field for sending out those who have proved themselves capable.

At page 181, chapter 25, on emigration, commences the story of emigrating the poor children from the east of London to America, mostly to Canada; and, as an argument in favor of emigration, he says:

The waifs and strays are ever growing up and new generations of equal misery taking their places. A rescue home must therefore be continuously gathering in fresh inmates; else it would be compelled in a single generation to give the signal of retreat and close its doors, and write up in the face of new applications: "No admission." But to secure an *open door in front* it must maintain its *exit door* in the rear.

And after giving further facts and figures in reference to the impossibility of taking care of the poor waifs in East London, without some means of sending them away, he says:

At this conjuncture, *emigration presents itself* as the *simultaneous solution* of a whole nest of such like intractable problems.

And on page 133 he further says:

It suggests *Canada* as the *proper direction* of our *future emigration* for years to come. Canada is our *nearest colony*. It possesses an admirable climate. The journey thither is *short and inexpensive*. Above all, Canada wants settlers, and can absorb hundreds and thousands of boys and girls for a long future.

And on page 185, in a strong argument for a visitation among the poor boys and girls sent to Canada by some one from his own society he quotes from the bishop of London, at a conference in London on this subject; his lordship saying:

I am sure that we ought not to facilitate the emigration of our poor children unless we are sure that there are arrangements made on the other side for giving from time to time information in regard to them.

In the last three years about 500 children have been sent out to Canada by the boards of guardians (which are the poorhouse establishments).

How many of these poor little atoms of mortality do we know anything of now from information supplied on the other side? Only *twenty-six*! That fact speaks for itself. In facilitating the emigration of children, let us take care that there is somebody who will take these poor little things by the hand, look after them on the other side, and then from time to time tell us how they fare.

On pages 188 and 189 are given statistics in reference to sending boys and girls to Canada; and up to that year, 1888, there had been 2,400 boys and girls sent to Canada alone. It is but fair to say that Dr. Barnardo, in his report on emigration, claims that the boys and girls have been *trained* before they were sent away. But on page 189 it is shown that the average term of residence in the homes in England before being sent is only *six months and a half*. And on the same page it is stated that 53 per cent of those sent away were, when taken into the homes, actually living *on and by the streets of London*.

I mention this movement to Canada in connection with other movements in reference to criminals and paupers in Great Britain, because I am informed that Commissioner Schulties will present the figures from the Owen investigation committee's report showing the fact that the charitable and penal institutions in the United States along the Canada border have the largest percentage of foreign inmates.

The Charities Register and Digest of London is a book containing 920 pages, giving a short description of each charitable society in London. I have in my possession also a similar description of Glasgow charitable institutions, containing 121 pages, and also the Edinburgh report of the same character, containing 97 pages. It would only take a very few emigrants to this country, assisted by each one of these various societies, to make an enormous number of a most undesirable class for the United States during the course of ten years.

I quote from an article cut by me from the London Times or Standard about September 25, 1891, concerning the seventeenth annual conference of representatives of the boards of guardians in the northwestern poor-law district, which embraces Lancaster and Cheshire, in England. Some of the figures are exceedingly instructive when taken in the light of the above laws of England regarding the assisting of poor people to emigrate, which I referred to. In the report it is stated that on January 1, 1891, there were 780,000 paupers in England and Wales. The indoor poor numbered 198,000; the outdoor poor, 582,000.

The number of paupers to the population was stated to be 1 in 38 persons. Of the whole number of paupers 75,000 were insane and 5,500 were vagrants. Four hundred and sixty-two thousand of the number were adult males and females, and 235,000 were children under 16 years of age. He shows that the number of paupers now is smaller than it has been for thirty-five years. The proportion of paupers he states to be to the population 22.7 per 1,000, as compared with 47.1 per 1,000 in 1865. Whether this decrease is at all due to the emigration of the paupers or poor people who sometimes receive outdoor relief to either the United States or to the various British colonies, or to both, or not, is a question, of course, which can only be conjectured.

POSSIBLE EMIGRATION OF THE TIN WORKERS FROM WALES.

Under verbal suggestions received from you regarding the possible large emigration of the tin workers from the great manufacturing plants in South Wales, which have Swansea for their center, in company with Commissioner Powderly I spent considerable time in that district again in August.

When I was there in July, as I have before stated, thirty-eight of the forty-two of the various plants manufacturing the material entering into the finished tin plate were shut down during that month. Six weeks after they were first shut down, out of twenty-six mills manufacturing tin in Morristown, only ten had started up, and this was about the ratio throughout.

In view of the many questions which it may become incumbent on your Department to decide, I give below the result of my investigations. In the work on the history of tin manufacturing will be found the authority and figures which will substantiate most of the facts given by me. There can be no doubt from this work, and from the general information gained by me, that the masters of the tin-working plants of South Wales have been absolutely confident of their hold on the tin-plate trade of the United States for all near times.

Out of 2,837,776 boxes exported in 1878, 1,931,128 boxes went to the United States ports. In 1875, out of 35,600 tons of tin used annually, 9,500 tons were mined in Cornwall. The price of tin during this year in South Wales has averaged about £96 per ton. I had various estimates given me of the relative amounts of Cornwall tin and tin from other sources, mostly from Australia, used at Swansea, and it varied from 1 ton of Cornwall tin to from 10 to 20 tons of Australian tin, mixed together.

I was told by an old tin-plate worker, below referred to as Mr. Price (who had been in the United States and had taught tin-plate workers to make tin in Russia), that 20 tons of Australian tin metal is used at Swansea to 1 ton of Cornwall tin. This would go to show since 1875 a very much larger proportion of Australian and other foreign tin is being used by the Welch tin manufacturers. This becomes important, as the masters say to the men that the American tin is too rich to work successfully; but two old tin workers, one, Mr. Price, and another a Mr. —, of Morriston, both of whom had worked at iron and steel works in America, told me the Australian tin had the same trouble—too rich—yet so much of it is worked, as above indicated. It is mixed with Cornwall tin, and I was told by a steel worker in one of the works that the only thing done to reduce the richness of Australian

tin is to cover the tin when melted with any old iron or steel work slag. This, he said, was the process used, and the only one, except to mix with Cornwall tin in small parts.

The book above referred to contains lists of all tin-plate works in the world. It has the *general sentiment* running all through it that successful tin-plate workers must commence when boys, and spend a life time in it.

I give you my opinion below.

I inclose a price list of tin workers' unions in Swansea and the district which has been maintained for twenty years. We found the tin-plate factories greatly demoralized. After the month's shut down spoken of above, but little over one-half have started at all, and these make each set of workers lose one turn a week (really one day's work a week).

Mr. Williams, the tin-plate king, told his steel-workers (making steel bars for the tin-plate works) that he could only compete for the American trade by reducing their pay 28 per cent—one boy told me it would be 30 per cent on his pay, but the workmen agreed it was 28 per cent. So all his steel-workers were then on a strike. His clerks were cutting the steel bars into proper lengths for the tin works. They were pointed out to me by workmen as "those white-collared fellows over there." The masters had not yet, so far as we could learn, asked the tin-plate workers to reduce their price. The tin men feared the masters were commencing first on the steel works because they are the more numerous all over the kingdom.

The representative of the masters, Mr. Fox, a Scotchman, the editor of their financial and trade paper, who called on us, told me that it would take America ten years before she could supply herself with tin plates, if she succeeded in making them at all, even, which he doubted and meantime, for the next ten years the tin-plate masters and workers would, give America the *hardest fight she ever had* in the field of manufacture and trade. The men, he said, *would reduce* their pay, which he also said was, and had been, very good. They preferred their native land, had families, and could not well go, and so they would all unite to keep the United States trade.

I give an estimate of wages, and *time to learn*, the various parts of the trade by a bright workman.

Steel-workers.—First hand, 13½d. per ton; second hand, 9d.; third hand, 6d., or, first hand, 15s. per day; second hand, 13s.; to 14s.; third hand, 7s. to 8s. Ten and one-half and thirteen and one-half hour shift arranged between workmen. Pig iron, about £3 15s. per ton; scrap iron about £4 10s.; steel bars, about £6 10s. No girls or boys employed. First hand, three years to learn; second hand, two years; third hand one year.

Rolling mill for rolling (none but men employed).—Twelve-hour shifts one roller man; 19s. to 20s. 2d. per day; takes seven to eight years to learn. Two roughers, 15s. per day; four years to learn. One common laborer, 4s. 6d. per day.

Tin rolling mill.—One roller; 9s. to 10s. per day. One behind to catch plates and send back to roller; 4s. to 4s. 5d. per day; five years to learn. Furnace men to heat tin plates; 7s. to 8s. per day; two years to learn. Doubler to double plates three times; eight thicknesses; 8s. to 9s. per day; three to four years to learn. Shearers, who cut the eight plates when rolled together into proper sizes. (I do not seem to have written down his estimates on shearers). Openers: Girls do the opening of the tin plates (the eight sheets after being cut). They commence

when 13 to 14 years old and work till married. They learn at once and work nine hours per day; earn about 11s. to 12s. per week. Picklers, those who pickle the steel in sulphuric acid (the vitriol, they call it) to clean them of oil and dirt; work eight to nine hours; earn about £2 5s. per week; takes six years to learn. Block annealing, putting plates into square iron boxes, air tight, on wheels and backed into a hot furnace by means of long poles to the axletree on wheels; three men and three boys; simply heating and then rolled in cold rolls. The foreman earns £2 2s. per week; other men, 28s. to 24s.; boys 16s. and 12s. All work nine hours. Cold-roll boys; 1s. 1d. per day; nine hours.

In tin house.—Tinman, who dips first surface, runs rolls. earns 9s. to 10s. to 11s. per day by piece; washman, same earnings per day by piece; both take four to five years to learn. Raisers earn 4s. 6d. per day. Girls to rub in bran (anyone can do), nine hours, 7s. per week. Dusters, girls, same; 6s. to 7s. per week. Assorters, ten to eleven hours; earn £2 5s. per week; takes five to seven years to learn. Girls count; earn 9s. 1d. per week.

He said many men would now go to America if they could be assured of work. Some will go any way (if they can get means), "on spec," as they call it (take their chances of getting work) if works stop here, or if price is materially cut down.

A young man told me he went in when 13, is now 18 and a behinder, and earns £1 5s. per week, but is on short time. He said a young man who puts his mind and attention to the work could be a good roller or shearer in two years.

The man who showed me the clerks cutting steel for the tin works, in Williams' steel works, thought many of the workers would go to America if this demoralization continued.

A shearer who went in at 13 years of age, and now has a boy 14 years old in the works, said he would make the age 14 by law when boys can commence work. (Law is now 13 years.) But thought it very hard for large families if the boys could not work. His whole family are in the trade, his father a manager.

His estimates were: Girls—opening plates, 13s. per week; pickling, 2s. per day; rubbing, 2s. 6d. per day; dusting, 2s. per day; counting, 2s. 6d. per day. Each mill, 13 men, 2 boys, 2 girls. In one set in coating (putting on tin), 2 men, 1 boy, 3 girls.

He estimates the average of the five grades of workmen as below, per day, 12s. (by piece).

Time to learn: Roller, 3 years; shearer, 1 to 2 years; tinman, 3 years; washer, 3 years; assorter, 1 to 2 years.

He, like most of the masters and workmen, claims that the best and only good workmen commence when boys and serve a long time in each department; that it takes many years for the heater to know when the bar is hot enough, the rollers to know how to do the work evenly, and to know when thin enough, the boy how to apply the grease to the bearings and wheels so as not to cause disaster, the shearer to know which size he can cut a bunch of sheets into, and so on through all the processes.

A shearer at Morriston, who had worked fourteen years in America, in steel works, but who had been a tin-worker before and since, and did not commence until he was 21 years old, told me that there were plenty of tin-workers in America now. He said they made good but costly tin in America fourteen years ago, near Pittsburg; also that the

steel-workers of America are even better than their own; and as to making the steel they do it now in the United States quite well enough. That many of the black tin rollers and makers in the United States now were formerly tin-workers in Wales; that thousands of tin-workers have gone from Wales to work in other metals in United States, and that they would soon become expert again; that the process of rolling black tin is the same as white tin, and the American black-tin workers are equal to any in the world, and that these black-tin rollers can roll the plates for white tin as well as anyone after a little experience in rolling tin. He also said as to shearing (he is a shearer), tinning, and washing, etc., that good metal-workers, if they put their minds on the matter closely, could learn the business in one to two years.

He said tin can and will be made in America; that they mix Australian tin (which is like the American tin, very rich) with the Cornwal tin; also that he and many of the men had shares in the company's stock; that the profits are enormous. His shares had paid him 40 per cent per year. He thinks the masters are going to try and compete with the Americans for the American trade; that they are cutting down the steel-workers first, and next will come the tin-workers. He thought that two-thirds of all their tin plates go to the United States. He does not think the richness of the American tin will be any serious trouble. He claimed that if the tin-workers are reduced in price they will leave if they can be assured of work. He thought 1,000 tin-workers had been advanced in the last year, and young and new ones come in to take places of those advanced (for new mills in old works and new works).

He thought the best workmen would have to be offered from \$5 to \$7 per day to have any inducement to leave and go to the United States. He makes about £2 10s. per week as shearer. He said they all then lost one turn (one day) per week.

Mr. Price, an old tin-worker in Swansea, now in other business, had invented a roll for reducing the weight of plates; had worked at Catauqua, Pa., as an iron-worker. He was also in Russia teaching Russian workers how to make tin.

He taught a Russian boy to wash tin plates, and in two weeks the boy could wash 20 boxes of the standard per day. (Standard is for a day's work 36 boxes, 112 plates 20 by 14 inches.)

They all claim that washing (brushing) is the most delicate job, yet it is to do this that now they have machines, and they all admit the machine does well.

(Brushing is removing by a brush all irregularities, specks, and thinning the tin.) Some machines were quietly being built for tin works in the United States. The workmen oppose them.

He claimed that the rich tin from Australia really took less tin as it spread thinner. (Others also said this.) He said only 1 ton of Cornish tin to 20 tons of Australian was used. He also thought that there were plenty of tin-workers in America to run the mills; said he could find 300 of them in Pennsylvania. He thought there would be no trouble in working the rich tin of America.

He and two others told me that instead of the bath of palm oil used just before dipping in the tin, that now many had been using a flux (they call it) called by the workers "chloride of zinc," instead of the palm oil, but they know it causes the tin to rust. (They said, "When we hear of poisoned meats, fish, etc., in cans in the United States, we know it is not the meat, fish, etc., but the chlorida zinc used instead of the palm oil in making the tin.")

Possibly now, when they are to strain every nerve to compete for our trade, and will in every way cheapen the manufacture, the health of our people may be looked after by excluding altogether all tin made of this poisonous stuff, as our cattle and other animals have been excluded from that country.

One intelligent worker said the workmen only get 3s. 6d. out of 13s. for a standard box of tin. The rest goes: 5s. 6d. for steel, and 2s. 6d. for tin, 3d. for palm oil, and 1s. 3d. miscellaneous.

One large works, a workman told me, which does everything relating to making steel, employs 600 workmen, is full of continental orders, works right on, and none talk of stopping or leaving.

One workman told me the machines for tinning would surely be used and one man in every set would be released, and this one released man could easily be induced to go to the United States.

We heard that Americans had been there to hire workmen and applied to one master, who refused to assist. We could not learn any names.

Mr. Edwards, one of those who did not start up his works after the month's stoppage, has given out that he would not start up again this year. But I was told confidentially, by one who knew, that he would start up in six weeks; but he wanted to get rid of some of his men, and as the union had rode the masters twenty years, now that there was an opportunity they, the masters, would ride awhile. They admit that good tin is made in Russia, but Mr. Fox, the editor, said that it took the mild climate of Wales to make tin in; that in very cold days there, even, the rolls would break and cause much damage; but I suggested that we had all over the United States roller mills in full operation. The above claim as to cold weather breakages was confirmed by others.

My own conclusions in brief are:

First. That the matter of commencing as boys has been a necessity of very large families to have the boys earning something.

Second. That in the natural course of promotion it takes about five to eight years to get the man ahead out of the way, so the one behind may be advanced.

Third. That this long course of having boys go in and do light work, and the length of time it takes to advance one in the natural order of things, has led to the universal belief that to be a good tin workman one must commence as a boy and work up through all grades. That has been the course for many years. They think it must continue. Doubtless good workmen are so made.

Fourth. That most of the men would honestly give the number of years given above as necessary for making a skillful workman in any department.

Fifth. From what was told me by those who had been in America, I believe that heaters, rollers, shearers, tinmen, brushers, and assorters can be made from our skilled metal workers in from one to two years.

Sixth. I believe there are hundreds of old tin-workers now in the United States in other work.

Seventh. I presume these are somewhat out of touch with those who have kept right on in Wales, but yet I found tin-workers who had worked fourteen years in America, who had returned to Wales into the tin works.

Eighth. Doubtless our skilled artisans would learn quicker to have the best workmen from the works in Wales fresh as teachers.

Ninth. Masters will do everything to keep their best workmen, and if they must, then part with the poorest.

Tenth. American masters must be cautious in selecting their men to teach others.

Eleventh. I do not think there are so many secret processes as they would try to convince Americans.

Twelfth. If Americans do not try to have all Welsh workers they will probably make some mistakes, which will cause them to invent new processes and methods to overcome obstacles, which will in the end make them independent of all the world in tin-plate making.

Thirteenth. Every obstacle will be thrown in their way by the Welsh masters to prevent any wholesale emigration of tin-workers to the United States.

Fourteenth. American masters must be shy of men who go to America from Wales. The masters may introduce wooden "horses of Troy" in men who might lead the masters astray. If our men can have good and honest teachers, two years will make them experts in the most intricate processes. If the present demoralization continues in Wales, thousands of Welsh tin-workers will come to the United States to obtain employment.

IRELAND.

After leaving South Wales Commissioner Powderly and myself crossed over to Waterford, in south Ireland, visiting between us, including what towns we had prior to that visited, nearly all of the large towns and cities, and some of the smaller ones, in Ireland.

On this trip I visited Waterford, Limerick, Galway, Mullingar, Londonderry, Belfast, and Sligo. In several different towns I was informed that the great and principal stimulus to emigration in Ireland was the constant flow of letters and money coming back from the United States to the relatives and friends which former emigrants had left in Ireland. Nearly all agreed that the great mass of emigrants from Ireland went from the country districts and villages, and that usually the youngest and strongest element of the people went.

Mr. J. J. Sullivan, a steamboat agent of large experience in Galway, said as a usual thing friends in America send over for friends in Ireland, and most always those going would be accompanied by one or two friends. He informed me that for many years he had sold twenty tickets to country people to one person from the city. He said, as a general thing, unmarried people go; that few entire families went from that region of country.

I talked with many country people in Galway, who were in at Saturday market, they agreed that there was now no government help to emigrants going to America. In several different parts of Ireland I was informed by different people that many whom the Government helped were not paupers, but were a good class of people who would have emigrated anyway, and who were in the congested districts; and as it was then the policy of the Government to thin out by emigration the congested districts, these people were assisted to go to Canada; but that the Government officers found that they usually found their way to the United States, and stopped assisting them.

Mr. Maloney, a steamboat agent at Limerick, of about forty years' standing, told me that nearly 50 per cent of the tickets of the Irish people going to America were prepaid by American friends. The fare on good steamboats from there was £4 2s., and that mostly young people went. He knew then of no assisted emigration, and that nearly all of

those who went were from the country. He told me that he formerly sent 500 emigrants per week by sailing vessels to Canada; but he said now that they would not go to Canada, and if they did they only stopped long enough to earn money to get into the United States.

His estimates were that common laborers there get 2s. to 2s. 6d. per day. Nearly all classes of mechanics about 5s. to 5s. 6d. per day. Farm laborers 1s. 6d. to 2s. House girls got £7 to £8 per year in Limerick, and about £15 per year in London. A contractor told me that the red brick he used for the front of houses came from England and Wales, and cost £4 for plain and £12 for unfinished brick. He paid his best masons 5s. 6d. per day, but they were going to charge him thereafter 5s. 9d. per day. Assistants to the masons received 2s. 6d. per day. Stonecutters 5s. 6d. per day. One of the laborers on the building afterwards gave me about the same figures. A car-driver in Limerick told me that a great many common laborers went over to work in the United States in the summer and returned during the winter.

A flour and meal dealer told me they had 1,800 in the poorhouse, besides several hundred who were helped outside. He informed me also that the National party as a party would not consent to assist emigration, but individuals would. He knew of none being sent from the poorhouse. At this place there is a factory employing about 1,200 women to make army clothes. The girls make about 9s. per week, sewing. Men, pressing, get from £1 to £1 5s. There is a general complaint among all people that the young people go to America.

I was given the names of young women who had come from the manufacturing districts of New England to Galway, and who had been requested by their employers in the factories to bring over with them quietly a few girls to work in the factories. Twice while I was in steamboat offices, once at Limerick and once at Galway, girls who were working in the factories in New England came into the office to buy tickets. One said she wished three tickets for young ladies who were to accompany her back, and the other bought tickets for two others. There is doubtless a constant process in this way of getting girls for factories in New England and other States, by girls who have already worked in factories and have returned to see their friends; but I could not learn of any general hiring of girls and men to go to the United States under contract to labor.

I found that the new land law was giving pretty general satisfaction and would perhaps in the end considerably decrease the emigration from Ireland. Throughout the greater part of Ireland there seems to be no development of new industries and many old industries have been allowed to decay, and hence for all the younger generation there seems to be little for them to do except to emigrate to other parts of the world, and the United States of course gets the greater share of them. I could not learn generally in Ireland that the steamboat companies were making extraordinary efforts to get passengers, but at Sligo and at Belfast, each, a man informed me that there were traveling steamboat agents in Ireland who would praise up the United States, saying that all Irishmen who went there did well, and would urge the people to go to the United States.

I found that very few, except in the extreme northern part of Ireland, go to the United States for a season, except that in the extreme south of Ireland I heard of laborers going over to the United States in the

spring to return in the fall. In the north of Ireland I was informed that many mechanics go the United States in the spring and return in the fall, as is the case from Scotland. And I learned that some, not a great many, went from southern Ireland to the United States to work as stokers during the summer to return in the fall. These are generally old sailors.

The agent of the Anchor Line at Londonderry informed me that a few years ago, when the Government assisted people to emigrate, it was not from the poorhouses but from the congested districts; but that the help was arranged through the union (poor house) officers. Hence a wrong impression had sprung up in America in reference to this kind of help, and his information was that it was the same class of people from the congested districts who otherwise would probably have been assisted by their friends in the United States.

This same agent also informed me that he had sold tickets to about 40 linen shirt-makers recently to go to the United States. In this part of Ireland mechanics get from 24s. to 30s. per week; common laborers, 8s. to 14s. On farms, laborers get 1s. 6d. per day and house free. Young men got on farms from £7 to £8 each half year and found. In the shirt factories in Londonderry, which is a very large interest there, girls get from 8s. to 12s. per week.

The agent of the Cunard Line at Belfast informed me that a great many young women went from that region to Lawrence, Mass., and Pittsburg, Pa., as spinners. The agent of the Anchor Line and America Line at Belfast informed me that nearly all of the emigrants from that region of Ireland were young people, who go mostly from farms. There was, he said, a large number of mechanics who go to the United States in the spring and return in the fall.

Common laborers in Belfast receive 2s. 6d. per day, mechanics from 4s. 6d. to 5s. 6d. per day, and spinning girls from 8s. to 9s. per week. Men employed in spinning factories get from £1 to £3 per week.

I was asked by a Government official, who had been employed by the Government in various enterprises looking to the betterment of the condition of the people in Ireland, and who was the Government officer for adjusting land rents, whether or not an arrangement could be made with the United States Government to receive 200,000 emigrants from the western congested districts of Ireland; the congested districts being so called not from overpopulation according to area of territory, but from a population greater than a certain ratio to the rate of income of the district. He explained to me that the policy of the Government was to consolidate the farms in the congested districts of the north-western portion of Ireland, and in order to do this it would be necessary to emigrate about 200,000 people. He also informed me that the Government had about £47,000 a year to assist emigration from west Ireland, and that they would like to send about 100,000 to Canada. He said they could with this fund send them to the United States, but they much preferred to send them to Canada, but that they could not get the people to go to Canada.

I could not learn from others that the Government was now actively engaged in assisting emigration, nor that there seemed to be any intended policy of the same, so far as could be learned by inquiry among the people everywhere. Neither could I learn the same from the United States consuls whom I visited. Certainly the claim that usually the younger people go to the United States is proven by the appearance of the people themselves who are left, as so large a proportion in all the towns are very old people.

To my mind Ireland did not seem at all to be overpopulated, for riding through the country from south to north on zigzag lines and from east to west, Ireland to me has the appearance of being sparsely populated, for one sees such large tracts of land everywhere with so few houses. Yet it may be that the agricultural laborers, instead of living in cottages, live thickly together in crowded farm villages. But except in the north of Ireland and in Dublin and a few other places there seems to be no development of the various industries of manufacturing, such as is seen in many other countries; and for this reason the United States may expect a large inflow of emigrants every year from Ireland as well as from any other country which provides only agricultural labor for its people.

SCOTLAND.

From Belfast I crossed over to Glasgow. At Glasgow, as had been arranged at Liverpool with the other members of the Board, I called on Messrs. Henderson Brothers, owners of the Anchor Line. They have a line from Naples and Palermo to the United States. They informed me that they were much pleased that the United States Government had taken so much interest in the very difficult subject, for them, as to send representatives to Europe to observe for themselves the causes of emigration movements. They said it showed that the administration is treating a question of very wide scope in a manner best to preserve the good feeling between the two countries in carrying out the laws of the United States. They seemed very anxious to assist the honorable Secretary of the Treasury in his investigations for the purpose of adopting rules which will save themselves much trouble and expense and the poor emigrant much hardship. They read me a letter which the steamboat-owners at Liverpool, at the request of our Board, sent to our chairman at Bremen, which Henderson Brothers had indorsed.

Messrs. Henderson Brothers informed me that they were doing all in their power to carry out the laws of the United States; and they heartily indorsed the plan proposed by you in your letter of instructions to us and indorsed by the Liverpool steamboat-owners, especially for Great Britain, but preferred that we should examine for ourselves and recommend our own plan for Italy. They said their agents everywhere in Great Britain and Italy had the strictest instructions to sift all applications in accordance with the laws of the United States; but they were strongly in hopes that the United States Government would allow the steamboat companies to try one of the plans proposed by the honorable Secretary of the Treasury, that of requiring the steamboat companies themselves to do the sifting at the homes of the people, as they thought that consular inspection would be of great detriment to the carrying trade. They think that the subagents in the districts where reside the intending emigrants can best find out about them, and that the twelve months' suspension from business in case an agent disobeys their rules, which rules will be in harmony with the laws of the United States, will be sufficient bond to keep them well disciplined. This company, in addition to taking passengers from Naples and Palermo, also take some from Trieste and now and then send a boat directly to New Orleans.

I also called on Nathaniel Donlop, esq., one of the owners of the Allen line of steamers. Mr. Donlop is a man of great ability and expe-

rience in steamboat matters. He said to me that it afforded him the greatest pleasure and satisfaction to see a representative of the honorable Secretary of the United States Treasury there on the subject. He had not seen the Liverpool letter, but said that he would send for a copy, and would give his views on the subject. But he asked: "If we do that, will those few who slip through our fingers be allowed to land?" My answer was, "The honorable Secretary of the United States Treasury will not, of course, agree to let any prohibited person go ashore."

Mr. Donlop also expressed himself strongly that a consular inspection would be cumbersome and would very much hinder the movements of emigration. He said that he hoped some arrangement might be made between the steamboat companies and the Government of the United States, so that the laws of the United States should be carefully respected and carried out near the homes of the people, to avoid expense and trouble to the intending emigrant, as well as to the steamboat lines. He said that his line did a very large business with the United States, and he hoped for the greatest amity between the representatives of the United States Government having charge of emigration matters and his company, in the settlement of rules which shall harmonize existing difficulties in the way of knowing just what to do and how to do in regard to determining to whom tickets for the United States should be sold.

He gave me a circular containing the United States law on the subject of immigration, issued by Allen Bros., of Glasgow.

I quote from a letter received from Mr. Donlop after he had read the views of the steamboat owners of Liverpool, sent to me, which is dated August 27, 1891:

As we explained to you there were very strong reasons against the proposition that an inspection and certification by consular officers of this port should be undertaken, the right place to exercise control being at the place and the time when the emigrant applies for passage. Our subagents throughout the country are under strict control in an organization common to all the lines, and we have an opportunity of visiting such agents with disciplinary treatment if they fail to observe our injunction, or connive at their disregard. We agree, therefore, with the Liverpool lines which have been in communication with Col. Weber, that the matter of controlling the choice of emigrants should rest with such agents, under the direction of the company, and we hope that it may be permitted to rest with us; and we will be well pleased if trial could be made of this method. And in the event of the United States Government discovering any failure on the part of agents to rightly discharge their duty, reporting it to the headquarters of the line in default, that the matter may be investigated and dealt with, and pending such investigation we would be glad that penal action against the lines who may have, notwithstanding their precaution, failed to exclude all undesirable emigrants, may not be taken.

I also called upon Mr. Moses Buchanan, one of the best informed general agents in the business in Great Britain. He thought that he had nearly settled Kansas with his emigrants. He is largely interested in emigration to South America from both Italy and the Basque Provinces in Spain. He claimed that the large Italian emigration is due to increased education, born of the Garibaldi revolutions, just now bearing fruit. As the people now read for themselves and learn about other countries, he claims that the emigrants will grow better and better from Italy. His idea of inspection is one similar to the Queensland inspection, where all emigrants who are assisted by the government must be nominated by friends in Queensland, approved by the Queensland government, and then certified to as to character, fitness, etc., by magistrates and other persons in the vicinity of where they live in Great Britain.

Mr. Buchanan thinks that every emigrant going to any new country should have the certificate of a magistrate regarding his civil character, of a physician as to his health, and of a minister as to his morals. He thought all this should be reviewed by United States consuls and by them confirmed, but in an easy and cheap way for the intending emigrant. He claimed that in selling tickets he was very particular to keep within the laws of the United States. I have no doubt Mr. Buchanan is a very high-minded, honorable man, and desires honestly to carry out the laws of the United States on this subject.

The blanks for a Queensland application may be found in vol. II. I may add that Mr. Buchanan said that his experience would lead him to believe that a combined United States consular and European steamboat owners' inspection would bring the best results.

Mr. Buchanan also gave me some railroad circulars, upon which is printed as follows: "The Burlington Route," "Free Government Lands in Nebraska and Colorado," "The Florida Railway and Navigation Company," "The Western Trail," "Texas," "The Chicago, Milwaukee and St. Paul Railway," "Texas; its Climate, Agriculture, and Products," and "Something about Kansas;" each of which go to show that in some quarters of Europe, at least, the flaming literature of railway companies and of local or State officials can still be furnished to intending passengers.

Also, "The Pacific Coast and Steamship Company," "The Honston and Texas Central Railway," "The Baltimore and Ohio Railroad, European edition," and "The Southern Pacific Coast Division," which were all obtained by me at steamship offices in London; part at the White Star line office and part at the Cunard line office. I might here also say that at Limerick, Ireland, I obtained from a steamship agent the circular marked "Burlington Route." Also in Londonderry the folders of the Baltimore and Ohio, European edition, and Southern Pacific Company, "California and Texas."

In all of these steamboat offices I obtained many Atlantic steamboat circulars, but in none of them, with perhaps a single exception referred to above, could I find that they were in their own circulars, aside from railway circulars, unduly advertising the advantages of any localities in the United States.

In the Waterford Chronicle and South of Ireland Advertiser, published at Waterford, Ireland, Saturday, August 15, 1891, there is a broad advertisement of an emigration office where, they advertise, assisted passages to Australia and America are granted to the working classes. Of course this might be to Canada and not to the United States. I think Commissioner Powderly tried to obtain information in regard to this advertisement whether or not passengers were assisted to the United States, but failed to elicit any information.

There are posters issued by the Government of Great Britain and under the direction of the Colonial Office and put up by direction of the Government from time to time as information is desired to be given in reference to free passage to the various colonies of Great Britain. They contain very much information concerning free passages and assisted passages to Queensland, West Australia, Natal, Cape Colony, with very cheap passages to Canada, New South Wales, Victoria, South Australia, Tasmania, or New Zealand, with a bonus to the head of a family going to Canada. It fairly illustrates the competition there is in Europe, and especially Great Britain, for emigrants to the British colonies.

THE CONTINENT.

On the 29th of August I left Great Britain for France, where at Paris a meeting had been arranged for by Commissioner Schulties, who had been making investigations in Belgium and Germany, and Commissioner Powderly and myself. I made diligent inquiry while in Paris to discover whether or not there were any convicts or ex-convicts being sent out of France to the United States, either by the Government, municipal, or society officers; and I could not learn of any convicts or ex-convicts being assisted, sent, or encouraged to go from France to the United States.

I especially made investigations and inquiries in reference to prisoners' aid societies, as I had learned that the machinery of sending them out of Great Britain to the United States was through the Discharged Prisoners' Aid Society; but I was unable to learn that there were any societies of this nature in France. There probably are many benevolent persons in France who in a general way belong to national and international societies for investigating into the condition, and bettering the condition of convicts and ex-convicts, as I learned from a distinguished authority in Berne, Switzerland, afterwards.

After the return of Hon. Whitelaw Reid, United States minister to France, I learned from him that he had not long before made an investigation on the same subject; and he had come to the same conclusion; that from France there were no convicts or ex-convicts sent or assisted to go to the United States. Commissioners Powderly and Schulties were with me at the time of my interview with Minister Reid.

We also called upon the vice-consul-general of the United States who informed us that he had recently more than ever before noticed large parties of very poor Italian emigrants being taken through Paris on their way to Boulogne, France, going to the United States. He thought that we would get little information from the steamboat companies, and thought we would have to get our information by picking it up ourselves in reference to this movement of Italians through France to the northern ports on their way to the United States.

At Paris it was decided by the three commissioners then there that Commissioner Powderly should go to Bordeaux, Marseilles, and Genoa; Commissioner Schulties to Havre, Boulogne, and Antwerp, and to some of the Holland and German ports, which he wished to revisit, and certain other places in Germany; and that I should visit Belgium and Holland for the purpose principally of ascertaining whether or not there were any convict prisoners or paupers being sent out of Belgium or Holland to the United States; and that I should go to Switzerland and do all the work of the commission in that country; and that we should meet at Milan and make the investigations in Italy together. This plan was carried out, as the chairman of the commission was in Russia.

I proceeded to Belgium. At Brussels the United States minister was absent, but I called on Hon. George W. Roosevelt, United States consul, and formerly United States consul at Bordeaux, France. He informed me that while at Bordeaux he often saw many persons camping outside of the town, who had come through from Italy, Greece, and even Turkey, overland, to take steamer at Bordeaux to the United States. On their way they usually picked up horses, wagons, and many other things, either by stealing them or getting hold of them in

other ways. He informed me that these parties were generally a motley lot, and that they would, when they had arrived there, sell their horses, cars, and other property which they had brought along with them, in order to get the necessary funds, 120 francs, to go to the United States.

Mr. Roosevelt informed me that in Belgium the Government employs criminals on Government work and makes money out of them, and that there is no object in sending any of them out of the country; and he had never known of any convicts or ex-convicts being assisted to emigrate to any place. He was quite sure that in Belgium, at least, no prisoners' aid societies were assisting emigrants to leave the country.

Mr. Roosevelt further informed me that in talking with the Italians, who formerly went across from Italy overland to Bordeaux to go to the United States, that the steamboat agents had told them that they could get \$1.50 per day working on railroads, streets, shipyards and farms in the United States, and get board for half a franc per day, and on farms found free; after they had stayed a year or two they could get 50 acres of land free by squatting there; and that then they could return to Italy with a good deal of money. While he was in Bordeaux he told me that a great many returned every fall. He said that a great many in going to the United States told him that they had been told by the railroad agents that grapes grew wild in Texas along the railroad lines.

There is comparatively little emigration at all from Belgium, as little from Belgium as there is from France, as both countries are full of industrial plants encouraged by capitalists and the Government; and the people are so well provided with employment by these great manufacturing interests that from neither France nor Belgium is there any migration to the United States to speak of; not to exceed 5,000 or 6,000 per year on an average from France, and not to exceed 2,000 from Belgium.

I could not learn from Consul Roosevelt, or from other sources, that any paupers were sent from Belgium to the United States. The price of labor in Belgium is about the same as in France; which is, common laborers, 3 francs; mechanics, $3\frac{1}{2}$ to 4 francs; masons, $4\frac{1}{2}$ francs; artisans, $2\frac{1}{2}$ francs; women, $1\frac{1}{2}$ francs; boys, 1.7 francs; girls, 1.1 francs; per day. The manufacturing cities of Belgium are crowded with skilled laborers, and as compared with the United States, persons, as above shown, are poorly paid. It is quite likely that many people from Belgium do find their way to the United States, but perhaps not so many as from other countries. The agricultural class furnishes the largest number of emigrants to the United States. The farm laborers get there only about 1.6 francs per day with board, and 2.6 francs without board. Very many of the laboring class in Belgium own their own gardens and houses, and hence are held to their own country. The manufacturing centers in Belgium furnish few emigrants.

Afterwards, in Italy I found that in all probability the fares from Italian ports, and from the northern ports, reached by means of railroads, had been made so cheap that there was no necessity for Italians to go overland across France to Bordeaux to get a cheap passage to the United States; and in all probability this custom is not now so much in vogue as when Mr. Roosevelt was in Bordeaux. I ascertained in Brussels, also, the total emigration from Brussels for the years 1874 to 1879, both inclusive, six years, and the average was only about 1,400 per year; but in all probability this does not give the correct number

of emigrants to all countries from Belgium, because I learned in Belgium that many people in Belgium went first to France or England to work temporarily, and from these countries probably many went to the United States.

At Antwerp, on the arrival of the *Nordland*, September 14, of the Red Star Steamer Line, from New York, seeing many Italians aboard as she landed, I sent my interpreter on board to learn how many Italians there were; and he learned that there were 135 Italians out of 18 steerage passengers. When they came out I sent my interpreter among them to talk with them. I also talked with several who could speak English. Those we talked with had been in the United States from eleven days to eleven years. One fine-looking fellow said he could find nothing to do in New York, so he was on his way back to Italy after remaining in New York only eleven days. One man, who had been a glass-worker at Pittsburg at \$10 to \$12 per week, said he had had plenty to spend for wine and cigars Saturday night, had boarded himself, and had saved about \$2,000. Another, who had been in the United States six years, told me he had saved \$700. Many had only been in the United States a year, some of them two or three years.

Most of those whom we talked with we found were only going back to Italy on a visit to their families, or to bring out friends. Most of them were plainly dressed; and I noticed quite a number who had shovels, and three or four of them had two shovels apiece. All said that they had been very nicely treated by the Americans; that they had received in the United States three or four times as much pay for their labor as they could get in Italy. They also said that America was a splendid country for Italians. They paid for their passage from New York via Antwerp and by rail across Belgium, Germany, Switzerland, and the whole length of Italy to Naples, \$30. They saved a good deal of time on their passage, although the fare was \$ more this way than by boat from New York direct to Naples, which was only \$27. A good many of them told my interpreter that they were coming back to visit their relatives and expected to bring out from three to six men each to the United States. Some of them said that their friends were not able to go; that they should pay their passage, and that their friends would return them the money as soon as they could earn it in the United States. Some of these Italians had already taken their families to the United States, and others said they should take their families back with them.

HOLLAND.

At the Hague, in Holland, I visited Hon. Samuel R. Thayer, the United States minister there, and he informed me that he knew of no discharged prisoners' aid societies in Holland; that he had never learned of any discharged prisoners or any ex-convicts or convicts being encouraged to leave the country to go to the United States or to any other place. And neither had he learned of any paupers being sent or assisted to go. My interpreter at the Hague told me that in 1890 he had procured 20 brick masons and stonecutters in Rotterdam to go to New York for a contractor, who paid him 5 guilders for each one obtained. He said that they had written back that they were well contented and were doing well. He also said that he got 5 per cent commission on the passage money from the steamboat companies at Rotterdam.

This man also told me that the steamboat companies, or gener-

agents of the steamboat companies had runners out through the agricultural districts to drum up passengers. He said that these runners praised up the United States very highly, and told of the good opportunities there were for getting employment and generally for making money. This man also informed me that not many months before, a person from New York, whose name he did not get, came to him and wished him to employ 40 carpenters and masons, or as he put it, "house mechanics," to go to New York. He wished him to get them within two days, and he told him that he could not get them under two weeks, whereupon the man said he would go to Amsterdam and get them there.

I did not learn at the Hague of any general movement in Holland of people going in the spring to the United States to work through the summer and return in the fall; but at both Antwerp and Amsterdam I learned of some who went. In Amsterdam a business man told me that he knew of 200 Russian Jews who were in boarding houses waiting to go to the United States via boat from Amsterdam. I sent an interpreter to talk with them, and he reported that he had talked with a great many, and that they said they were driven out of Russia, many so hastily that they lost all they had, and that there were many distressing cases among them. He saw Mr. Deuts, who was a member of the local Amsterdam committee of Jews (there are about 50,000 Jews in Amsterdam), which committee was assisting these Jews to go to the United States. The chairman of this committee was Mr. Wertheim, of Wertheim & Gomperts, a business firm of Amsterdam.

Mr. Deuts informed my interpreter that there were 350 Jews then in Amsterdam waiting to go to the United States by the first boat. He also informed the interpreter that the committee paid one guilder, about 40 cents, for lodging and breakfast and one-half guilder for supper for them. He said that they paid £3 10s. passage money for the adults from Amsterdam to New York or Philadelphia, and that the Baron Hirsh fund had nothing to do with the matter; that the money was all provided by the local committee.

SWITZERLAND.

From Amsterdam I proceeded to Switzerland. Although I was in several places in Switzerland, I could nowhere learn that there was any present Government, municipal, or society aid given to either criminals or paupers to aid them in going to the United States. At Berne I had several interviews with the learned and philanthropic Dr. Guillaume, the director of the bureau of federal statistics of Switzerland. He was very courteous and gave me much information. Dr. Guillaume was formerly director of the prison of Neuchatel, where Mr. Wines, of Springfield, Ill., spent a month several years ago studying Dr. Guillaume's system of prison discipline.

Dr. Guillaume was one of the first, if not the first, to put into practical operation the prison reforms in vogue all over the world at the present time; and he has been one of the leaders inaugurating the new system of reporting to officers by ticket-of-leave, and keeps himself in direct touch with all prison reform men in Europe and the United States.

Dr. Guillaume believes that criminals can be reformed thoroughly which is a directly opposite theory to the one held by Chief Inspector Neame, of London, who is at the head of the British system of surveillance for convicts after leaving prison, and whom I talked with in Lon-

don). But Dr. Guillaume thought that a person who has once been convict should for the rest of his life, in a measure, be watched; that is, he should be required to report to some person who is a member of society for assisting ex-convicts, and to report to him for the purpose of getting advice. That is, some member of a society should be the adviser during the rest of his life to an ex-convict.

Dr. Guillaume informed me that there was an international society in Europe, with members in nearly every country, and so arranged that an ex-convict desiring to leave one country and go to another could be accredited to some member of a society in the country to which the ex-convict was going, and to whom the convict would report as to an adviser. In this way the ex-convict constantly has a person to whom he can go for friendly advice. At the same time the person is specially a government officer for the purpose of keeping watch upon the movements of the ex-convict. And the society in its different branches or perhaps I should say membership, in the various countries in Europe is under Government patronage to a certain extent.

Dr. Guillaume informed me that in Switzerland no ticket-of-leave man who is still under the surveillance of the member of the society or of an officer would be allowed to leave Switzerland; and if he should leave a requisition would be sent for him. He said to me:

They report in the United States that we send our criminals and paupers to your country, but this not a fact. Switzerland is the friend of the United States. There may be some who go, and twelve or fifteen years ago some of the cantons of Switzerland may have helped them to go to the United States, but only a few, and they do not do it now.

Dr. Guillaume also informed me that all the members of their international society and all prison philanthropists throughout Europe, with whom he is in constant correspondence, believe that their system ought to be extended over the United States; so that if an ex-convict leaves Europe from any country the members of the international society in the United States could be apprised of his presence, and in the United States be required to report to and receive advice from some member of this world's philanthropic prisoners' aid society. He thinks that such an arrangement should be under the patronage of the Government of the United States or of the States, and arranged by treaties.

Dr. Guillaume emphasized the fact that convicts were strictly held in Switzerland until the full term of the sentence and of their term of surveillance had expired. He expressed to me the very strong hope that the Government of the United States and of the States would give such encouragement to such societies that all its convicts in Christian countries would be under the advice of a member of such a society constantly (really a system of surveillance) during the life of the ex-convict, in whatever country he might be.

It is but fair for me to here state that I did not disclose to Dr. Guillaume my official character. I will say that through my interpreter at Luzerne and Geneva I learned that ten or fifteen years ago it was understood that persons were sometimes assisted by the local authorities of the Cantons, or possibly by ratepayers, where they were not wanted to leave, and generally for the United States. But Dr. Guillaume informed me that the matter of the emigration to the United States was sometimes a serious one for certain localities of Switzerland; that a few persons from a commune in the mountains would go to the United States, and would do so well and send such reliable reports back to their friends and neighbors that often a whole commune would sell off their property and go to the United States with their families, the

teachers, and their ministers; and that this had sometimes become so grave a matter that the Federal Government had through him as the director of the federal statistics, caused an inquiry to be made concerning the amount of wealth which each emigrant going from Switzerland took with him.

Dr. Guillaume said that their investigations have been long and thorough, and that they had now arrived at a pretty accurate estimate of the average amount of funds which was taken out of Switzerland to the United States by emigrants, through bank drafts, postal orders, and other ways of conveying funds not actually in cash itself. But he said that the average amount of money which each emigrant carried with him when leaving was still a matter of only conjecture; that they had not yet devised any plan which could be put into figures, so important as would the estimates to be given in the federal statistics of Switzerland.

I may here add that Dr. Guillaume has furnished me with the statistics of the earnings of every possible member of a household of every possible department of life in Switzerland; also the expenses of every member of a household in all departments of life, together with many other very interesting statistics. I expected to receive from Dr. Guillaume the statistics which the Federal Government of Switzerland have collated, through Dr. Guillaume's efforts, on the subject of the amount of funds taken by the emigrants of Switzerland to the United States, but up to the present time I have not received the same. Should I hereafter receive them, I will send the same to you. I shall also deposit with you these statistics received.

I desire here to acknowledge the receipt, through Dr. Guillaume, of all of the reports on all of the subjects discussed at the last International Prison Conference, held at St. Petersburg, which together with his works on the same subject, I shall deposit with you. Of course, in talking with Dr. Guillaume, as I did not disclose my official capacity, I did not call his attention to the fact that no ex-convicts could be received into the United States at all.

From the report above referred to, transmitted to the honorable the Secretary of State, by the Hon. Geo. Gifford, United States Consul at Basle, Switzerland, it will be seen that from the report of agents alone, each emigrant carries about 100 francs to the United States exclusive of cash, bank drafts, postal orders, personal effects, and legacies. This report also confirms the information of Dr. Guillaume that now criminals and paupers are not sent to the United States.

ITALY.

On the 26th of September, I arrived in Turin, on my way to meet Commissioners Powderly and Schulties at Milan, as had been agreed upon.

On the 27th of September, Commissioners Powderly, Schulties, and myself, met at Milan by previous arrangement. I had stopped at Turin en route; and on the same day Commissioners Powderly and Schulties started for Naples, where I followed them the next day. We proceeded immediately to Naples for the reason that we had learned that the *California*, of the Anchor line, was due to sail from Naples on September 29. But for some reason she did not sail for about four days later.

At Naples I visited all the steamship companies' general agents and

had conversations with them in reference to the object of my mission. In several interviews with Mr. Holme, the general agent of the Anchor Line in Italy, he informed me that they were not carrying as many emigrants at that time as they had during a corresponding period in 1890. Mr. Holmes gave me the numbers carried from Naples to the United States ports from July 1, 1890, to July 1, 1891, by the three principal lines (pooled lines), the Anchor Line, the Faber Line, and the Navigation General Italienne, as 42,227 $\frac{1}{4}$ on the basis of adults, 2 children being reckoned as one adult; of which 33,104 $\frac{1}{2}$ on adult basis were passage paid with cash in Italy, and 8,623 $\frac{3}{4}$ were prepaid from the United States, and my interpreter informed me that many of the emigrants whom I met at the depot, and talked with, he found had the money sent them direct from the United States to purchase their tickets with.

These figures do not include the National Line (French line). I have not yet received the numbers carried by the National Line, although I have sent to United States Consul Twells for them. Mr. Holme informed me that hitherto the Italian Government had discouraged in many ways and by public methods the emigration to South America, for the reason that the Italian people had not been well treated there.

Mr. Holme also informed me that the Queensland Government had given such assurances to the Italian Government that now contracts were permitted for people to sign to go to Queensland as emigrants, under such terms that their passage was paid, the family working two years for the owner of the land to repay the passage money, which is about \$83 for each adult person; and after the two years then the land companies for whom they worked are to sell them a tract of land, to be paid for in ten years, one-tenth to be paid each year. Mr. Holme showed me the contract to be signed by the emigrants, which is printed both in Italian and English. The fare from Naples to Brazil is \$3 and to the United States \$25.

Mr. Holme also said to me that it was well understood in steamboat circles, though he had no official confirmation of the same, that the Brazilian Government had also given such assurances to the Italian Government of protection to Italian emigrants going to that country and an assurance of fair pay for two years for their work, that the Italian Government had sanctioned a contract made by the Brazilian Government with the steamship company owned and operated from Genoa, Italy, to Rio de Janeiro, and that the passage of these Brazilian emigrants was paid from their homes to the place in Brazil where they were furnished work. He thought this probably for a few years would greatly diminish the number of Italian emigrants going to the United States.

Mr. Holme remarked: "A stream of emigration once started never stops." And he said that this stream had begun to run to the United States; and that the letters which came back from the Italian emigrants in the United States, together with the constant flow of money back to their friends, was a powerful incentive to emigration, and that the large stream of emigration from Italy to the United States would continue in large numbers, notwithstanding the free emigration to Queensland and to Brazil. His company sends a steamer from Naples to the United States and one from the United States to Naples about every two weeks. They have an average return movement of about two hundred on every steamer at that time of year. This company acts as bankers, as do all of the steamship companies, nearly, at Naples and in Italy; and they are constantly advised of the amounts of money which are being sent back from the United States to Italy.

Mr. Holme invited United States Consul Twells and the commissioners to be present at the time of the Government inspection of the steamship *California*, on Friday, October 2d, the day of the sailing of the vessel, at 11 o'clock a. m. At 11 o'clock that day, Consul Twells and myself went to Mr. Holme's office, and Commissioners Powderly and Schulties went directly to the steamboat. At Mr. Holme's office we were informed that Mr. Holme was not present, and that he had left word that 2 o'clock would be a better hour for us to go. Mr. Twells and myself then returned to Mr. Holme's office at 1.45 p. m., and at 2 o'clock, with Mr. Holme, we went to the steamer *California*, where I found commissioners Powderly and Schulties had been since 11 o'clock among the emigrants. Commissioner Schulties immediately joined Mr. Twells and myself to view the inspection which was then going on.

At that time a physician stood at a table vaccinating the passengers and a police officer was inspecting their passports and asking various questions. As I now remember they said the medical inspection had taken place before we arrived. In my presence the officer sat out two men whom he said, as was explained to me, were under false passports, and I was told that one of them admitted that the passport was not his own. There was a good deal of discussion and conversation at the close of the inspection in reference to the other man set out and put in charge of a scargeant by the police officer, but one, Chamoni, who seemed to have charge of the whole matter, and was, I was told, a very wealthy man who had a sort of a brokerage business in clearing vessels at the port, urged very strongly that the man be permitted to go. Mr. Schulties, who was at my side, informed me that he understood the officer, and that the officer claimed that one of the men was wanted by the police; that he had been thirteen years out of fourteen behind the bars, and the officer said, putting the papers into his pocket, "this man is in charge of my sergeant; I shall keep him; he is wanted by the police;" but after a few minutes' conversation with Mr. Chimino both of these men were permitted to remain aboard the ship and took their places among the passengers.

I did not see Commissioner Powderly while I was aboard the ship, but Commissioner Schulties informed me that Commissioner Powderly was then aboard the ship, and had been since 11 o'clock, observing what was going on. Afterwards Commissioner Powderly informed me that he had seen everything that was going on. To a question which I asked Mr. Holme, in the presence of United States Consul Twells and Commissioner Schulties as to his opinion as to the practicability of consular inspection, he replied that he thought it would be very detrimental to the interests of the carrying trade, as it would greatly impede emigration and would not result in getting any better class than now went from Italy.

Mr. Holme informed me that his instructions from the headquarters of his company at Glasgow, from Messrs. Henderson Bros., was in every way to observe the laws of the United States, and to sell no tickets to the prohibited classes. He informed me that they preferred to have the police authorities make the examination on board the vessels, because if one of the prohibited class was found aboard the vessels the police would have a right to take him off and prevent his going, whereas the steamboat company itself could not do this if they had a ticket unless the emigrant was objectionable under the sanitary laws of Italy.

Mr. Holme informed me that their agents were paid 10 per cent on the passage money of passengers procured by them.

I also had an interview with Mr. L. Balsamo, agent of the National Line, which is not in the pool and is a French line. He opposed consular inspection, as did all the steamboat agents at Naples.

I also had an interview with Messrs. W. T. Luca & Bros., the agents of the Faber line of steamers going to New York. Mr. Wickersham, United States vice-consul at Naples, was present at my first interview. I first had an interview with the younger brother and afterwards with the elder brother. They said that they tried to be very strict; that they printed the United States laws regarding emigration and sent them broadcast over their territory, which is the whole of Italy. They informed me that under the laws of Italy, which is below explained, they put up in the hands of the Government 100,000 francs in Government bonds of Italy, 60,000 francs in Government bonds being the lowest amount required of any agent under the laws of Italy as security for the good treatment of the emigrants and for the observance of the laws of Italy in regard to emigration.

Messrs. Luca informed me that they refused all improper persons when they were discovered, and that they held their subordinates responsible; that they thought the contracts of the Genoa company to take 150,000 Italians to Brazil free would take a better class of people to the United States, and they, with all their agents there, agreed that the emigrants mostly go from the country. They informed me that their next boat from New York would contain about 290 passengers coming back from New York to Italy; that they acted as bankers, and that there was a continual stream of money returning from the United States to Italy through the Italian emigrants. They said they thought emigration was a good thing for Italy, as it brought so much money to the country, as thousands returned every year and spent the winter in Italy, returning to the United States in the spring to work during the spring, summer, and fall.

These gentlemen also informed me that emigrants often sent for their families, and many emigrants returned to Italy to live after making some money. They said that through their banking departments the Italians of the United States often sent money to pay off mortgages on their property. This firm have subagents all over Italy.

The elder of these brothers had recently been to England in conference with the three pool lines that sail boats from Naples. He informed me that the pool pays the expenses of litigation in the United States under the laws of the United States in regard to emigrants. He also informed me that when he was in Liverpool it was then thought that the North German Lloyd Company, in a new line of steamers placed by it on the line between Italy and the United States while I was in Italy, would not carry steerage passengers; but that it was then found that the company's steamers had been fitted up to carry about 1,100 steerage passengers each, and that this line would now compete with any other four lines running from Italy to the United States.

This gentleman thought that the Brazil contract would greatly lessen emigration to the United States, as thousands more now went to Brazil than to the United States, and the Italian Government sanctioned it and it did not sanction it last year.

These gentlemen both opposed consular inspection, as it would be a bar to a great many going who would otherwise go. They showed me the names of seven men from Sicily whom they had refused to take aboard their steamers because the evidence from their tickets was plain to them that they had arranged to go out as contract laborers

They informed me that they were doing everything they could, and should continue to do everything they could, to keep themselves in harmony with the laws of the United States.

I sent my interpreter to the railway station to interview the emigrants as they came in. He reported to me that four tailors were going by the *California* to Baltimore; that their friends sent the money for them to go. Three street sweepers were going to New York; that a street-sweeper in New York, who was a friend of the men, sent them the money to go, and told them that they could get a great deal more by going direct to him to sweep the streets, than they could make by hiring out at the agencies near the wharf. In the letter they were cautioned not to go to the agencies to get work, as they would only get there \$1.75 to \$2 a day, while in sweeping the streets they would make several dollars per day more. The interpreter gave me the number that was given them where they were to go in New York. These men, the interpreter said, were large, strong men.

Four or five stone masons, he reported, from Naples were going to a certain agency in New York, where they were to be furnished work. He also reported that there were some carpenters and painters, who were going to Boston from near Rome to work; and that they had been promised a large price per day. Several gardeners were going to Brooklyn, N. Y., and they, too, had been promised a large price per day. These men refused to give their names to the interpreter, and also refused to give the names of the persons for whom they were to work.

The interpreter also reported to me that the steamboat agency who had sold them their tickets had given them these figures, and in all of these cases the figures were very much higher than I knew they could possibly get in any of those kinds of business in the United States. Some shoemakers were going to Philadelphia. These were in families and were going to friends there, who write they were doing well. They got the money to go from their friends.

Mr. Robert O'Neil Wickersham, the United States vice-consul at Naples, who was formerly from Philadelphia and is engaged in business in Naples, is thoroughly posted in reference to Italian matters. He gave me the following estimates of the pay which laborers got in Southern Italy, to wit:

Farm laborers, 1 to 2 francs per day and find themselves; women, 1 to 2 francs; common laborers, 2 francs; good stonecutters, 4 to 8 francs; common stonecutters, rather less; carpenters, 4 to 5 francs; masons, 3 to 4 francs; hod carriers, 2 to 3 francs; women and boys, common work, one-half to 1½ francs; all day work. Laborers pay for rent from 18 to 30 francs a month.

The people of Southern Italy are industrious, saving, and sober. Both Mr. Wickersham and United States Consul Twells said that they seldom ever saw drunken people. All the steamboat agents in Italy are compelled by the Government to place in the hands of the Government from 60,000 to 100,000 francs, according to the amount of territory that they desire to have subagents in, as a guarantee of good treatment to the emigrants. This, it will be observed, creates a monopoly at least, and for this reason these general agents have great control over their subagents; and if the general agents are watchful and strict, they can enforce the provisions provided for in the United States laws against the emigration into the United States of the prohibited classes.

All Italians leaving Italy by any seaport are compelled to have a passport; but this is not strictly required when leaving Italy by rail-

way; and a great many of the Italian people when leaving Italy to go into an adjoining country to work temporarily, take temporary passports for one year. The Italian people are very fond of their children, and those who go from Italy to the United States in the spring to return in the fall, though, perhaps, a great many more stay a year or two and then return, meantime send their families nearly all of their earnings. Among all of the lower classes nearly all of the women and children work to help support the families.

I found in Naples that great numbers of people were going to South America, as many, if not more than were going to the United States. I was informed that the Italian Government would not grant passports to Italians to leave the country who could not work and earn their living in foreign countries (but the laws or orders as below given dispute this), because there had been so much trouble through applications of Italians who could not work to be sent back to their own country from foreign lands. A passport in Italy costs \$3.50.

I sent my interpreter among the passengers who were about to sail on the *Bolivia* to South America from Naples. He found that it was true that the Brazilian Government was paying all the expenses of the emigrants from their homes in Italy to their places of work in Brazil, with assurances of better pay than in the United States (the emigrants use the term North and South America). This plan had been started before the change of Government in Brazil, but fear of trouble in Brazil had deflected great numbers to the United States in 1890 and up to the present time.

My interpreter reported to me that the emigrants told him that they would go to the places which were "the easiest to get there" (on the line of least resistance, political scientists would say). At all events, at the time when I was in Naples about equal numbers went on the *Bolivia* to Brazil and on the *California* to New York. The fare to Brazil was \$33, the fare to New York \$25. Each boat took about 700 passengers.

I was informed by Mr. ———, the clerk in the United States consul's office at Naples, that Formicola, in the south of Italy, was, a few years ago, a village of 600 people; that now there were only about 300 people, which are nearly all women and children, there being only about a dozen or fifteen men left in the village, while the rest of the men have gone to the United States where they earn money to send back to their families.

The *Bolivia*, from New York to Naples, landed, September 24, 1891, 218 steerage passengers from New York returning to Italy. There are now about 90 steamboat sailings from Naples to the United States each year, carrying emigrants to the amount of about 50,000. The return movement, singularly enough, in Italy I found to be entirely unlike that to Scotland and other portions of Great Britain and Ireland, as the Italians commenced to come back from the United States in August, and this back movement continues pretty strongly until November, when it commences to go the other way, from Italy to the United States.

About 3,000 per year go from Palermo, in Sicily, to New Orleans, of whom 95 per cent are agriculturalists, so estimated by the steamboat officers. As Naples was the center of emigration activities in Italy, and as we had the best opportunities at Naples to study the question, it was thought that it would be needless expense for all three of the commissioners to go to Sicily, and it was therefore determined between us that Commissioners Powderly and Schulties should go to Sicily, while

I went to Rome to make investigations in reference to the possibility of Italian convicts being sent to, or assisted to go to the United States, which I did.

I afterwards visited Florence, Venice, and Milan, for the purpose especially of finding out whether or not ex-convicts were in any organized way sent to the United States. But, while I made thorough investigations in all these cities to find out whether or not there were prisoners' aid societies for this or any purpose, I neither could learn that such was the fact, nor had any of the United States consuls, nor the acting minister of the United States in Italy ever heard of any convicts or paupers being sent systematically to the United States by any organized effort, either through the Government or through municipal officers or societies.

Undoubtedly a great many very poor people manage to get from Italy to the United States, but it is done in a way which I shall refer to hereafter, and concerning which Commissioners Powderly and Schulties obtained valuable information. I could not anywhere in Italy learn of any prisoners' aid societies and I became satisfied that none existed as such. Still it is probably true that many philanthropic people in Italy are in touch and sympathy with the movement explained to me by Dr. Guillaume, of Berne, in reference to giving advice and assistance to ex-convicts; as is probably true in France, Germany, and all other European countries.

The basis of the great emigration from Italy to both North and South America is, of course, overpopulation, without sufficient labor and employment, and general poverty. This is especially true of Southern Italy. There is no divorce in Italy. People marry young and have large families, as a rule, among the common people, and especially among the common country people, of whom nine-tenths of our Italian emigrants consist. Nearly all the labor in the country districts is farm labor. It long ago reached its limit in supplying means of support to the people. In the northern cities, such as Turin, Milan, and Venice, manufacturing has been greatly stimulated during the new régime, and this is giving employment to the very industrious and economical people of the north. Silk manufacturing is taking an important rank there. There are 5,000 women in Venice alone employed in making lace, and their glass and other factories have long been famous.

There is a large emigration from north Italy, but from Naples alone there went to the United States by ocean, sailing directly from Naples, about 50,000 people from June, 1890, to June, 1891.

In southern Italy there is but little manufacturing, and no spirit of developing such industries. In northern Italy and in the mountain districts, many people own their little plats of land. It is not so much so in southern Italy. The rich plain lands of northern Italy, as well as the valleys and plain lands of southern Italy, must necessarily have extensive systems of irrigation, and owing to this, the land gets into the hands of large owners, and the farmers can seldom own the land they work. Irrigation often, and in fact nearly always, requires the combination of capital and the union of large estates to provide the necessary water for irrigating purposes, and keep up repairs of irrigating systems; consequently the great mass of the farm workers, whence come almost all of our immigrants, are poor, with poor ancestors, with no real interest in the soil, with only an interest in the climate, the legends, the patriotic songs, the flags, the religion, and the history of the country.

In southern Italy, in times past, and in fact during very recent years,

the people have not looked upon brigandage and acts of robbery as have always the Anglo-Saxon race and the northern races generally. Hence the Mafia Society in Sicily, the Camorra Society in Naples, and the Society of the Evil Eye in the Adriatic provinces of southern Italy, have had easy sway. It is a remnant of old piratical times, and many of the people look on such systems as one way of getting a living, as did the wreckers on some parts of our own Atlantic coast in former years.

With great illiteracy (from 65 per cent to 85 per cent of the people can not read or write)—now being rapidly reduced under the new régime—general poverty, no employment for the increasing millions, emigration agents have little to do except to show the people where to go, how to go, and how to manage the finances of the passage.

I do not think that service in the army has much, if any, influence on the emigration movement in Italy, except the enormous taxes it entails on the people. The army seems to be very popular with the soldiers generally. The poor man's sons have an opportunity to associate with the sons of those better to do. They have two hours each day schooling, and often get the only education they have in the army. I was told the youths of Italy look forward with great interest to the period of service in the army.

Taxes are very burdensome, as it is laid in so many ways. Nearly all the cities have a tariff on all produce which enters there, the same as at Paris (where the inner walls are kept now not for defense, but as an easy method of collecting the city tariff at the gates, where every possible product of farm, mine, quarry, forest, brickyard, vineyard, brewery, distillery, orchard, garden, etc., pays a tariff to the city; and every person entering by rail, boat, tram, or afoot, must declare what he has in bundle, grip, basket, vehicle, etc.).

In Naples, as one illustration, I was told that it costs about \$8 city tariff to get an ox from the country into the city to be slaughtered.

All that the agent has to do is to show the men where they can make more than 25 or 30 cents per day (their usual pay in Italy) and how to get there. As Mr. Holme well put it: "When once the stream of emigration commences, it never stops;" which is true, at least until the equilibrium is established. It has commenced to run from Italy to our shores as well as to South America, and long may the day be distant before the equilibrium shall be re-established so far as the conditions of pay and the opportunities of the laboring class are concerned, between that class in Italy and the same class in the United States.

Probably until quite recently, nearly every man who left Italy for the United States was contracted for, as they greatly preferred an assured place, even at small wages, in a foreign country. The great majority going to the United States do well—quite well for Italy. There is an endless stream of letters going from the United States to their friends in Italy—those who can not write get friends to write for them—and these letters nearly always tell of the well-doing of the emigrants. There is a continual stream of men coming back through every port of Italy and through every mountain tunnel into Italy from the northern ports of Europe, in the fall time, who all incite others to also go to the United States.

The people in Italy say they notice a great change in the men who have been in the United States. Those who return are independent and self-reliant. They are constantly bestirring others to go. Each Italian in the United States can easily secure a place for a friend, and the process is ever being repeated. Every ship returning in the fall

brings back from 200 to 300. These men who return in the fall assist in putting in certain crops and doing certain work before they return again to the United States. Well may the steamboat agents above referred to have urged upon the Italian Government that it was a great error to oppose the Italian emigration, as it brought so large a stream of money back into Italy.

Of course very many finally take out their families and remain permanently in the United States. These southern Italians are sober, industrious, and economical, and fond of their children, and send to their families the money which they earn. They are hot-blooded; hence so many murders in Italy (about 5,000 yearly), and a great majority of them in southern Italy. All of the steamboat agents acting as bankers are doubtless in some way connected with the great numbers of Italian banks in New York, Brooklyn, and Jersey City, which I am credibly informed is more than 80 in New York alone.

These New York banks in some way provide the Italians in the United States with tickets with which to bring their friends over from Italy; and in all probability, more or less, this is true of the banks in Italy; as we were informed that they charge very large profits for the amount of money sufficient to pay the passage over, from 100 to 200 per cent.

Italy with its thirty million of prolific people can send to the United States several millions of people. With the five large steamship lines sailing from the Italian ports; with all the steamship lines from Havre, Boulogne, Antwerp, Rotterdam, Amsterdam, Bremen, and Hamburg, all with railway facilities and connections into and through Italy, and with the competition of the southern steamboat lines and of the northern steamboat lines for the carrying trade; with millions of people with little employment, it is only needed that there shall be the machinery of banking and brokerage connections that shall furnish the money for the passage ticket either from America or in Italy, with connections in America to collect the money from the emigrants, so soon as earned; for the steamship companies do an enormous business in carrying emigrants from Italy to the United States and from the United States back to Italy again in large numbers.

One hundred and fifty thousand passengers from Italy each year who are willing to go in "freight space," is a great incentive to the various steamship companies and railway companies to compete for the business. So it is that Italy is a net work of emigrant agencies and influences. Wherever the people are poor, prolific, landless, and factoryless, there is the haymaking of the steamship companies and the emigrant agents, to carry them to the "land of high wages."

Italy has millions of poor landless workers, who are willing and eager to work in any part of the world. Neither the capitalists nor the Government provides them with labor, as is provided in France, Belgium, England, and some other countries by manufacturing industries. There is little prospect for them and their large families in Italy. To them the United States is painted as a land inviting all comers, rich in material wealth, rich in money, and rich in the facilities afforded to laborers to work. They are told that there are plenty of factories, railways, farms, mines, quarries, and buildings for them to work on or in. They can easily get their friends in America to become security to the Italian so-called banks in New York or other places for the mere pitance of their passage money over; and once in the United States they manage to make money enough to go and come at will. In every community there is some subagent to tell them the story, to tell them where to go, how to manage to get the money to go, and where to embark.

The question of whether or not scores of thousands will still continue to go from Italy to the United States yearly, is the question of whether or not men will sell their labor in the highest market. While I did not have proof that those who were going at the time I was in Italy were going under contract to labor, at the same time the facilities for having labor assured them when they got there is so great that I believe that most of them have an assurance of labor being provided. That is, they are told to go to certain places when they arrive in New York, and that there labor will be provided for them. They are the employment agencies connected with so-called banks in New York.

The Government of Italy, so far as I could learn and was informed, neither encourages nor discourages emigration. Indeed, the Government in its orders emphasizes the fact that it is free except as to soldiers owing service. From the fact that the North German Lloyd Company have recently fitted up their steamers to carry 1,100 steerage passengers from Italy, shows that the steamboat companies count largely upon the return movement from the United States to Italy to round up the balance of their profits.

I believe that the movement from Italy to the United States will not only continue, but be greatly accelerated in the future. These great monopoly agencies in Italy are doubtless making large fortunes, the material is there to work upon, and it would not be human nature for either the agency or the steamboat companies to lose the profits in carrying the millions of workers in Italy longing for work; and as long as those who go from Italy to the United States manage in some way to find work in the United States at good wages, so long will this movement continue.

Every man in Italy has a perfect record kept of him at the place of his birth. When he gets his passport it is examined. He has to send it with his application for a passport. His police record is also examined. Certificates from these records are in all matters required in the large cities of persons whom employers are about to employ as house servants. United States Consul-General Bourne, at Rome, was of the opinion that if the United States Government required the police record alone of each emigrant that that would shut the gates against the ex-convicts.

In all probability neither the Italian Government nor any government will take any measures to stop their ex-convicts, their paupers, their insane people, or their idiots or any other objectionable classes, from leaving their country to go to other countries, when so many of their healthy, strong, and most desirable people are continually leaving their country for foreign shores.

The statistics of Italy show that there is a greater proportion of crime to the number of its people than in any other country in Europe, although the statistics also show that this proportion is being cut down year by year, showing that the struggle of the Government with the worst classes is being more and more successful each year. But the statistics also show that there must be many ex-convicts mixed up with the population, especially in southern Italy and Sicily, and it must be true that many of these undoubtedly go with other emigrants to the United States. With the perfect record kept in Italy of every person born and brought up there, if any law should be passed requiring consular or other inspection of individual emigrants near the homes of the intending emigrants, it would probably be as easily enforced in Italy as in any other country.

In my observations into the causes of the large emigration from Italy to the United States, I was peculiarly struck with the fact that in those

localities where there were necessarily large annual expenditures for systems of irrigation that there were very little separate holdings by the country people and farmers, and that emigration was very free from those districts; and that as the United States and the several States are about making large appropriations in the arid districts of the United States for irrigation purposes, that now is the time to discuss the subject of the future protection of the small holders in all this region of country; that where Congress makes appropriations for irrigation, or where the States or Territories make the same appropriations, that the prices and distribution of water and the repairs of irrigating ditches should be placed under State or municipal control for the future protection of the owners of small plats of land. Otherwise all tracts of land within irrigated districts must sooner or later fall to either wealthy families or wealthy corporations, as the land will be entirely controlled by the price or the distribution of water or the necessary repairs upon the ditches and streams furnishing the same. In my studies in Italy on this emigration subject this became one of the commonest side issues presented to my mind.

As an illustration of how the territory is covered from the northern seaports of France, Belgium, Holland, and Germany, by the various steamboat lines from Havre, Bologne, Antwerp, Rotterdam, Amsterdam, Bremen, and Hamburg, I forward Schedule C, in the German language, which is a book issued ostensibly by the Red Star Steamboat Line, showing that the easiest, cheapest, and best way to reach the United States from Germany, Austria, Italy, Switzerland, Holland, Belgium, and France is by the Red Star Line from Antwerp to New York, and the map in the fore part of the book gives the railway connections over all this territory down as far as Reggio in the extreme south of Italy; and with the office of the steamboats and the steamboat agents of all the lines running from all these northern ports to New York also covering the same field, as well as all of the five steamboat lines, which I have above referred to, covering the fields from the Mediterranean ports, you can gain a very accurate idea of what the competition is for passengers among all the steamboat lines all over the countries visited by me. This book also contains very interesting information on the subject of the United States as a place to which to emigrate. This book was handed to me by a clerk in the steamboat office of Louis Klein, in Berne, Switzerland. I also transmit the laws, regulations, and rules relating to emigration in Italy, which were procured for me from the minister of the interior at Rome, by the courtesy of the acting United States minister, Hon. H. Remsen Whitehouse. These laws state definitely that emigration shall be free to all subjects of Italy, with the exception of soldiers owing service, who can not leave without permission of the Government. Passports are required from all emigrants from Italy, who leave by sea. All agents and subagents must be licensed by the Government, and the agents must deposit from 60,000 to 100,000 francs in Government bonds for security of the proper treatment of emigrants to the place of their destination.

These rules and regulations are very strict in the interest of the emigrants, and hold the agents to a strict responsibility to the Government in every respect. It will be observed that the agent must inquire of the emigrant if he has sufficient means to take him to the place of destination, but can not inquire further of the emigrant; and the agent can not charge any fee for obtaining the passport nor for making contracts of passage, and can only charge the exact amount that may be

paid out. The officers of the law are charged to be alert and on the watch to see that emigrants are protected in every respect.

It is a notable fact that the Italian Government, while declaring that the emigration of its subjects is free from Italy, with the exception of the soldiers and those, of course, in prison, yet requires everyone of the 150,000 or more who emigrate from Italy every year, especially those who go by sea, to procure their civil record and their criminal record and send the same to the proper officers to obtain a passport; and that the proper officers are required to examine the same, together with their contracts of passage and tickets, at the port of shipping and after they are aboard the steamship.

All this is required of every individual who leaves Italy as an emigrant; but the United States, receiving them either as denizens or as future citizens, requires them to produce neither their civil nor their criminal record.

The following extracts show what the Government of Italy has to contend with in its present struggle to keep down the tendency of the people in the south of Italy to be lawless, and to carry out in their own way their ideas that the rich should support the poor, through force, theft, robbery, and murder if need be, I call your attention to two articles appearing in Italian papers during the year 1891, of which I procured translations while in Italy. One is from the *Illustrated Italian*, published at Milan, May 17, 1891. This article was called out by the trial of the members of the *Mala Vita* Society of Bari, Italy. The article starts out as follows:

The Camorra of Naples and the Mafia of Sicily exist in Apulia (Adriatic provinces of Southern Italy) under the name of *Mala Vita*, or "Evil Life." It is an organized association with iron rules. Its object is theft, robbery, blackmailing, highway robbery, and assassination.

Then follows a full description of its objects, its initiation ceremonies, and the duties and requirements of its officers and members, and gives names and incidents concerning the society.

The other article is from *Il Massagero*, published at Rome, in August 1891. This document states as follows:

THE STATUTE OF THE INFAME LEGGE.—INTERESTING REVELATIONS CONCERNING THE RITES OF THE ORDER.

There has been written from Andria to the newly published newspaper *Il Meridionale*, at Bari, the following facts:

"The readers will recollect the arresting here of many members of the association, whose object was crime, known under the name of *Infame Legge* (infamous law). The searchings and investigations made by Marshal Margiotta, of the Royal Carabinieri, after working long and making a fruitless investigation in the valley of St. Margaret, suspected as being one of the reunion places of the delinquents. There came to this city Captain Pietro Scaglione, and in accord with Marshal Margiotta, there was operated such an accurate investigation in a barn used as a depository for old barrels that had been used for refuse water, under the direction of Cyaltina Ambrogio, head of the *Infame Legge*, now under arrest, that after five hours of work and search there was discovered in an old barrel the statute and two lists of the members."

Then follows the statute of the society of the law between blackmailers (*Cammanoti*) and novices (*Piciotti*).

All of which shows the infamy of these societies and of the difficulty under which the Government labors in breaking them up, on account of their secrecy and of the terrible punishment inflicted upon any person giving information regarding them.

I desire also to call your attention to the efforts of Monsignor Gio. Batt. Scalabrini, Bishop of Piacenza, in establishing societies in Italy and the United States and in South America for the protection of Italian emigrants to other countries, in which, in the table on page 12, taken from the statistics of the Minister of Agriculture, Industry, and Commerce of Italy, regarding Italian emigration, is given both the permanent and the temporary emigrants for each year from 1876 to 1886, inclusive. One singular feature of Italian emigration is brought out. The table is as follows:

Year.	Perma- nent.	Tempo- rary.	Total.	Year.	Perma- nent.	Tempo- rary.	Total.
1876.....	19,756	89,015	108,771	1882.....	65,748	95,814	162,562
1877.....	21,687	78,126	99,813	1883.....	68,416	100,685	169,101
1878.....	18,535	77,733	96,268	1884.....	58,049	88,968	147,017
1879.....	40,824	79,007	119,831	1885.....	77,029	80,164	157,193
1880.....	37,934	81,967	119,901	1886.....	84,352	83,053	167,377
1881.....	41,807	94,225	135,832				

Emigrants for the years 1876 to 1886.

1876.....	19,610	1881.....	40,871
1877.....	21,069	1882.....	59,665
1878.....	18,043	1883.....	63,388
1879.....	37,075	1884.....	55,467
1880.....	33,080	1885.....	72,490

This table shows that on an average far more than one-half of the emigrants from Italy during the years named were temporary emigrants. These possibly may include those who took out passports for one year only, which is the custom of very many who go from North Italy to the adjoining states to seek work; but as it is a habit of the people, it may be taken for certain that the same habit extends to those who come from Italy to the United States, although probably the tendency after a few years' residence in the United States will be for the temporary emigrants, who are mostly men, to finally send for their families.

On page 15 of the same number is given the number of emigrants who went to the United States from Italy from 1876 to 1885, both inclusive. This table shows that in 1876 emigration commenced with about 20,000 to the United States, and in 1885 it had grown to over 72,000; and if the Italian Government has kept a record of the intention of the emigrants as to whether they were going permanently or only temporarily, and has kept them separate as to the emigrants going to the United States, then those records would be the only records evidence of the proportions of the Italian emigrants to the United States who come here for the purpose only of earning money and taking themselves and their money back to Italy, or whether they come here with the purpose of becoming permanent citizens, although they do not at first bring their families with them.

I transmit a document concerning the Society of San Raffaele, which is a society with headquarters in New York for the purpose, as it states, of keeping the Italian emigrants from falling into the hands of dishonest people in New York, to secure employment or work for them as long as possible, to minister to their spiritual wants, and to procure houses for the lodgment of poor emigrants, and particularly of boys and girls under age. This society is in close relation with an analogous Italian society for the protection of Italian emigrants, which

was brought about by the labors of Monsignor Gio. Batt. Scalabrini above mentioned, which society in Italy, in its notice of its objects, state as follows:

Within the last few months Italy has furnished to the United States a number of emigrants considerably greater than any other single European country. People believe that the United States is a promised land, and that nothing more than going thither is necessary in order to become not only well-to-do but even rich. It is therefore deemed advisable to call attention to the fact that the number of those who succeed in acquiring wealth is exceedingly small in comparison with the number of those who are doomed to disappointment. It may be to the advantage of some to settle in America; for others, the better course is to patiently bear the burdens of poverty in their own country rather than run the almost certain chance of a greater misery in the United States. For those, however, who decide to emigrate to North America, the following points of advice are published:

(1) At present the United States insists upon a more strict enforcement of the provisions of law which prohibit the landing of emigrants who, by reason of a physical or moral disability, are not (or may soon cease to be) able to earn a livelihood. Therefore, the aged, the maimed, the blind, the deaf-mute, and all persons affected with contagious diseases, insanity, or other infirmity, are excluded.

(2) Likewise, emigrants having undergone penal imprisonment, or having their passage paid by others, or even having incurred an indebtedness subject to repayment by means of a *determined labor, or under obligations to work for a given time*, are sent back.

(5) An emigrant intending to go beyond New York will be enabled to procure his railroad ticket, to exchange his money, to write his letters, send off telegrams, purchase provisions and other necessities, without going out of the establishment called "The Barge Office." It is therefore strongly recommended that the emigrant should resist the temptation of curiosity and not enter the city without safe direction. In case an emigrant has business with any bank in the city, a representative of the Society of San Raffele will accompany him to such bank.

(9) An emigrant needing information or advice should apply to a person in the Barge Office wearing on his coat a silver cross. This will be a missionary of Monsignor Scalabrini, having authority to be present at the landing and in the office for immigrants, for immediate assistance to Italians on their arrival in America.

(10) In order to guard the emigrants from any necessity of running around the city of New York and exposing himself to serious danger, the above-named society has established a bureau of labor. Let the emigrant apply to that bureau and he will be certain to obtain gratuitously the best information and advice and always employment.

(11) An emigrant desiring to remain a good Christian should obtain from the missionary at the Barge Office the address of the Catholic Italian priest at the place of destination.

It will be observed that among these objects is to keep the intending emigrants out of the hands of designing emigrant agents in Italy, who coax them away for gain to go to places which the emigrant agents know nothing about, and also to give intending emigrants correct information in regard to countries to which they desire to go. And an appeal by Monsignor Scalabrini really to the Government of Italy, complaining that emigrant agents often coax 3,000, 5,000, or 10,000 poor emigrants to go to countries where they will go to their death; the agent not being obliged to know anything about the country to which they go, whether it is unhealthy or not, while in Switzerland the agents must inform themselves as to the prospects and climatic influences of the district where an intending emigrant desires to go. He quotes from the testimony before the American Congressional Committee on Emigration where Cavalier Monaco, vice-consul of Italy at New York, claimed to the Congressional committee that his countrymen were subject to the shameless speculation of the agents, both in Italy as well as the United States, on their arrival.

Third. That it was shown before this American Congressional committee that Italian immigration was greatly stimulated by the effort

of agents who advanced the passage money at great profit; and that it is for their interest to turn their capital and accrue profits as often as possible.

Fourth. He quotes from the testimony of Italians before this committee that agents had often charged them 250 francs for a passage from Naples to New York, where the steamboat companies only charged the agents 115 francs.

Fifth. He also quotes from the report of the committee and confirmed the same from his own knowledge, that in all parts of Europe, but especially in Germany, Hungary, and Italy there are located subagents who inveigle the villagers and common people by means of false promises to emigrate to the United States; and that the emigrants have not found on arrival that there was either work or prospect of work for them.

Sixth. He speaks of a notice in the Piatenza Courier of August 5, of an anonymous company composed of foreigners and Italians which was being formed to manipulate a colossal emigration to Brazil, against which the papers warned the people, as the emigrants would be compelled in Brazil to take the places left by emancipated slaves.

But if foreign and Italian capitalists would organize such a scheme for Brazil or any other South or Central American countries, they would as readily organize such companies to send emigrants to the United States for the profit that would accrue to them in manipulating the machinery which would control the expense of the passage to and fro.

In conclusion, Monsignor Scalabrini appeals to the wisdom of legislative experience of nations which have had greater experience than Italy, which surrounds the works of the emigrant agents with greater safeguards than does Italy. He then quotes from the laws of the various countries to show that most countries provide for the protection of emigrants and from the influence of designing agents to induce them to leave their own countries for foreign lands. He says:

First. That in England the permission to enroll emigrants is given for one year only, besides security of £1,000 with two good securities.

Second. France, that the license of emigration agents can be canceled in the discretion of the ministry.

Third. That in Spain, the authority to be granted at the time limits the number of enrollers and places of enrollment, and requires for each individual contract the proof of competent authority.

Fifth. In Switzerland the Federal Council has the power to stop colonizing enterprises which seem to be dangerous to the emigrant, and to cancel the licenses of emigration agents in unadvisable emigration schemes.

Sixth. In Prussia, government has the power to prevent the departure of emigrants already enrolled without giving any reason.

Seventh. In Austro-Hungary they punish by fine and imprisonment the acts of agents in inducing emigrants, even if the act be nothing but the distribution of advertisements praising the countries to which they seek to have emigrants go.

Monsignor Scalabrini then referred to the remarks of Hon. D. E. Zerbi, on the liberality of Italian laws regarding emigration, which he admits, but says the function of law is not so much to be liberal as to be good; the good law is not the least liberal, but that which is based on justice and provides best for what it is designed to meet. The proposed law granting to agents the right to enroll emigrants will be lib-

eral but improvident, he claims. He then goes on to assail freedom of emigration. He then pleads for a good Italian law to reduce the power of emigration agents for harm; and he then claims that no law regulating emigration could go far enough; and that therefore he is organizing the society throughout Italy above referred to.

I may add that doubtless since the appeal made by Monsignor Scalabrini to the Italian authorities that many laws and rules have been adopted (that is, since 1888) for the protection of emigrants; but from the great number of emigration agents in the United States and in Italy connected with so many so-called Italian banks of New York, it must be plain that many of the evils in regard to Italian emigration to the United States still exist both in Italy and in the United States.

GREAT BRITAIN.

At your request, for the purpose of assisting United States Attorney Jolly, of Louisville, Ky., to get the testimony in important Government cases pending at Louisville, regarding contract labor, I returned to Great Britain and proceeded to Glasgow to get this testimony. On my way I made further investigations in several of the cities of Great Britain and obtained more information regarding the exportation of convicts under surveillance from Great Britain to the United States, and while in Glasgow I received much confirmatory information regarding the movements of great numbers of Jewish emigrants from Russia, who come across to Leith in Scotland, thence to Glasgow, and thence to the United States, through United States Consul L. W. Brown, who had himself made many investigations throughout the boarding houses in Scotland during the past spring and summer in reference to this class of emigrants.

Mr. Brown informed me that on his recent return from the United States in the *City of Rome* that there were very many workmen, masons and others, who were returning from a season's work in the United States. He informed me that many of them landed at London derry and a great many others at Glasgow. He also informed me of what I had not learned anywhere else in Great Britain, and that was that in 1890, on his return from a leave of absence to the United States, there were returning on the same boat on which he crossed the Atlantic late in the fall a great many sailors who had gone from the seaports of Great Britain to the Great Lakes in the United States and had been engaged as sailors on sailing craft on the lakes during the sailing season of 1890. So that while it is common for the people of the United States to claim that we have merchant mariners on the Great Lakes which would be available on the ocean in case of war, yet we find on the information of Consul Brown that even the sailors of a foreign country find it profitable to come to this country to take the place of American seamen on the Great Lakes during the season of navigation thereon.

I desire here to state that on my way to Glasgow from the continent that I visited the offices of many benovolent societies in London for the purpose of getting their reports. At one, a society for the assistance of indigent foreigners at No. —, Broad street avenue, London E. C., I applied to the secretary for his last report. He informed me quite positively that their reports *were for their patrons only*; but procured for me a few little leaflets, which only gave general information. One gives the numbers assisted by payment of passages.

I may say that Commissioner Schulteis had told me in July that he had procured, under the disguise of a pauper, a recommendation from one of the agents of this company for assistance to be sent to the United States; and when I informed him they had refused me their report, he immediately told me that he should go before the board, which met within a few days, as a pauper, and attempt to get aid to be sent to the United States. And it is but fair to Commissioner Schulteis to say that in July he pointed out the office of this society to me, as being the society to the board of which he had the letter of recommendation above referred to, and then desired me to apply for their report which I did as above related on my return from the continent in October.

I was informed by Dr. J. F. Ryder, of Glasgow, the United States veterinary inspector under the Bureau of Animal Industry, Department of Agriculture of the United States, that the steamer *Siberian* brought from the United States to Glasgow 594 head of cattle, and immediately fitted up the space used for cattle, to carry emigrants back to the United States on October 30; that the steamer *Hibernian*, about the same time, brought in 490 head of cattle, and immediately fitted up to carry passengers back to the United States in the place where the cattle had been brought, and sailed for the United States on October 29; and that the steamer *Scandinavian* brought to Glasgow from the United States 490 head of cattle, and immediately fitted up the space occupied by the cattle for emigrants, and returned to the United States with large numbers of steerage passengers. Dr. Ryder said that he could not say that it would be unhealthy to the emigrants to carry them in the ships in the same space in which the cattle had been brought from the United States to Great Britain. I only mentioned it here, as one feature of the profits accruing to the traffic lines between Great Britain and the United States.

RÉSUMÉ.

As a résumé of the above facts and as conclusions, as requested by you in your letter of instructions :

First. Concerning your inquiry "as to the principal causes which operate in the several countries of Europe to incite emigration to the United States"—

Under this instruction my investigations lead me to the conclusion that in the countries visited by me that generally emigrants from Europe to the United States are drawn very largely, at least nine-tenths of them, from country districts where labor is scarce, where labor is poorly paid, and where laborers are generally poor and have not and can not expect to acquire at or near their old homes real estate for themselves or their children.

My observations have shown me conclusively that the great mass of our emigrants from the countries visited by me and in other countries, so far as I could learn by inquiry, came from those regions of country where manufacturing industries are at a very low ebb, and are neither encouraged, built up, nor developed by either government encouragement or the wisdom of capitalists, or by the enterprise and push of the people themselves.

A good illustration is afforded by Great Britain and Ireland. Great Britain, with 35,000,000 of people, teeming with thousands of manufacturing plants and hundreds of manufacturing cities and towns, affording millions of its people employment either through manu-

factures or commerce, sends but 30,000 emigrants to the United States per year, while Ireland, with less than 4,000,000 of people, with few manufacturing industries, except in Belfast and Londonderry, sends out with very little general foreign shipping compared to that of Great Britain, to the United States an average of 35,000 emigrants each year.

France, with about 35,000,000 of population, and Belgium with about 6,000,000 of population, together with more than 40,000,000 of population, both filled with manufacturing industries encouraged by their respective governments, their capitalists, and their enterprising and industrious people, send to the United States annually less than 8,000 emigrants.

Italy, with about 30,000,000 of people, with no general spirit of manufacturing industries, except in the north of Italy, where silk manufactories, lace manufactories, glass manufactories, and some other industries flourish, sends to the United States annually 70,000 emigrants; and as between north Italy, where manufacturing industries are to some extent promoted, and south Italy, where there is very little manufacturing energy, south Italy and Sicily sends to the United States about 50,000 emigrants by sea alone, besides some thousands by railroad and sea through northern ports; and north and central Italy about 20,000. This same relation will be found to hold true in all probability throughout all Europe which I visited.

Therefore, with overpopulation, with the regions of country where the principal productions are agricultural products (which under ordinary circumstances will only furnish a certain amount of labor, which long ago has reached its limit), with the proverbially large families in all agricultural districts throughout Europe, and the scarcity of employment for the people, emigration becomes a necessity.

With this state of affairs, with millions of people in the United States who have already gone from every household and hamlet in Europe; with the letters and the general spread of information in regard to the well-doing of the emigrants who have preceded; with the streams of money which return to the old country from the dutiful sons and daughters of toil who have left Europe for the expanding cities and towns, and farms and factories of the United States. With all these influences, which have been constantly at work for the past fifty years, can it be wondered that there is continually in every country in Europe, where manufacturing industries do not provide labor for the surplus population from the country districts, a field ripe for emigration agents and emigration influences.

It is but natural that the capitalists of Europe, or far-seeing, shrewd men of business, calculating on these ever-fascinating influences in or from America, and these ever-increasing populations of Europe, constantly reading about, studying concerning, and discussing the subject of going to the United States, should organize the wonderfully complete and competitive methods now offered to the emigrants from every portion of Europe named above, to so easily and cheaply reach the, to them, rich fields of labor in the United States.

Second. The extent to which the movement is promoted or stimulated by steamship or other carrying companies or their agents, for the resulting passenger business?

While I believe the people in all the countries of Europe have been prepared principally by reports from friends who have gone before, and the general knowledge throughout Europe of the well-doing of the laboring classes in the United States, yet there is no doubt that the

organization of the steamboat agencies throughout Europe, which I visited, greatly facilitate and make easy emigration to the United States. And while I can not say that the steamboat companies use unfair or undue influences, yet there is no doubt to my mind that to some extent in all countries visited by me, and to a very large extent in Italy, is emigration incited to the United States by the competitive efforts of steamboat agents, who are everywhere and at all times exceedingly active.

In stating this, I do not mean to say that the general agents throughout Europe, for the last few months, have not had an honest desire to harmonize their business and discipline their agents in such a manner as to bring themselves and all their agents within the rules contained in the United States laws in reference to selling tickets to objectionable emigrants to the United States. So far as I had the assurances from the steamboat owners and the general agents of the same, their assurances were positive that they not only desired to, but were honestly endeavoring to conduct their business in a manner harmonious with the laws of the United States, which, they argue, is also very greatly to their own interests. But their business energy and competition greatly stimulates unobjectionable classes and classes not precluded by law. I know that in the Northwestern States of the United States, tickets from England and Norway to those States are sold on six months' to one year's time, to friends of intending emigrants.

Third. The extent to which contract laborers are encouraged openly or covertly for exportation to the United States through agencies, and for what classes of employment?

I have in my report above detailed instances of individual efforts at securing laborers by employers in the United States. I can not say that in my investigations I was successful in finding very many cases, nor cases where large numbers were openly employed; yet I believe that there is going on all the time individual cases of employers in the United States encouraging people returning to Europe to bring out operatives or laborers, and of those operatives or laborers already in the United States securing places for their friends in Europe before they emigrate. And I am constrained to believe that through the many Italian employment agencies and so-called banks in New York City and other places, that many thousands of the Italians who come to this country yearly are well assured that on their arrival at New York employment will be found for them.

Fourth. The extent to which criminals, insane persons, idiots, and other defectives, paupers, or persons likely to become a public charge, and persons affected with loathsome or dangerous contagious diseases, are encouraged or aided to emigrate to the United States in violation of our laws; and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities?

I did not anywhere learn that insane persons, idiots, or other defectives were assisted to go or sent to the United States, either by relatives, societies, committees, or Government authorities. It is possible that it may be done, but I nowhere found evidences of it.

There is no doubt, so far as paupers are concerned, that the laws of both England and Ireland, as above shown, permit the guardians of the poor to raise money through the rates or taxes, to emigrate poor people, who might become a charge upon the community in which they live. The excerpts from the reports above given show that to some extent, at least, this system is carried on; so far as at least paying the passage of

poor people to the place of embarkation is concerned, but it would be greatly to the advantage of any community for the rate payers to raise a fund, by subscription, to pay the passage of poor people from their communities, from the place of embarkation to the place of debarkation in the United States; and that this is done to some extent, at least throughout Great Britain and Ireland, I have no doubt. I must admit, however, that I was unable to obtain evidence of individual cases, and I must also admit that all people, in both Great Britain and Ireland, whom I questioned on this subject, while admitting that this had been done to a large extent a few years ago, denied that it was done at present.

I do not think that from France, Belgium, or Holland, there is any organized effort by societies, communities, or governments, to send poor people to the United States. It is possible that poor people are assisted by ratepayers in communities in these countries to go to the United States. I could not find any evidence of the same, neither could I learn through the United States ministers or consuls of any such movement.

In regard to the sending of criminals from Great Britain I have assurances from officers and other persons, based upon official records which were shown to me, and which, to my mind, furnish positive proof that from England, Ireland, and Scotland, during the last eleven years at least, there has been a systematic, widespread, and thoroughly organized movement known, encouraged, and patronized by the Government of Great Britain, carried out by the officers of the eighty or one hundred prisoners' aid societies in Great Britain and Ireland, who are semiofficially connected with the Government for this purpose of sending convicts and ex-convicts to the United States; the passage and money to keep them while seeking employment is furnished directly by the Government of Great Britain, but expended by the semiofficial Discharged Prisoners' Aid Societies.

This systematic landing on our shores of the convicts of Great Britain is carried on under the cover of benevolence, and of the comparatively new system of *short sentences of penal servitude or imprisonment and long sentences of strict surveillance* over the convict after being discharged from prison.

Every convict in Great Britain before the day of his discharge from imprisonment, and at the beginning of the period of his surveillance by special officers of the Government, to whom he must report once a month and keep them thoroughly informed of his movements if he remains in Great Britain, is granted the privilege, if he is a felon, of having his passage paid from the prison generally to the nearest port in the United States, and usually Boston has heretofore been selected, though to a large extent New York also and some other ports.

A few days before the convict is discharged an officer from one of the Discharged Prisoners' Aid Societies visits him in prison and arranges with him to go to the United States. If he accepts the offer, the Government pays to the society taking him in charge the sum of £6, which pays his passage to the United States (\$17.50), which leaves him about \$12.50 when he arrives in the United States. In many instances, and perhaps a majority of them, if the convict needs money after he arrives in the United States the society sends it to him. The officer accompanies him to the port, buys his ticket, furnishes him with necessary clothes, bedding etc., sees him aboard the steamer, and when the steamer is about to depart hands him the balance of his money after deducting the price of his ticket.

If the convict refuses to be expatriated in this manner he is only allowed £2 by the Government, and is compelled thereafter to report to the special officer of the Government all his movements. Usually in the United States the convict changes his name, and often the convict reports from the United States to the society. A strict record is kept of every criminal at the Registry in Scotland Yard, which Registry is furnished to every court in Great Britain and Ireland through the officer to whom the convict is compelled to report, if such convict is ever again brought before a court; and if a convict ever returns from the United States to Great Britain, that fact is recorded at the Registry in Scotland Yard, and he is again under surveillance.

This system is provided for by the "Act for the more effectual prevention of crime" (August 21st, 1871) and the amendments thereto. The prison residents (probably including those who would be under surveillance provided they remained in Great Britain) has been reduced by this system from 20,000 in 1870 to less than 12,000 in 1891. I have excellent authority for the estimate that about half of all the felons discharged in this way from the prisons of Scotland are sent directly to the United States. And it is but fair to infer, from all of my information on this subject, that at least a like proportion of those from England, Wales, and Ireland also are sent to the United States.

I can not see how, with these acts of patronage of the Government of Great Britain in thus sending to the United States the criminals of Great Britain and Ireland, any law of the United States will effectually cure the evil. The only way to reach the evil will be through a direct application to the sense of justice of the English Government itself.

So far as France is concerned, I could not learn that any system of any kind was in vogue of sending convicts or ex-convicts to this country, and after my investigations the Hon. Whitelaw Reid, United States minister to France, informed me that he had investigated the same object and had not been able to learn that there was any systematic sending, either by Government, municipal authorities, or societies, of convicts to the United States.

Neither could I learn in Belgium or Holland that there was any system by any authority whatever of encouraging convicts to leave those countries to emigrate to the United States.

So far as Switzerland is concerned, as I stated in the body of my report, I had the assurance of the distinguished Dr. Guillaume, the federal statistician of that country, perhaps the father of the system now so much in vogue in all countries of the ticket-of-leave and surveillance for a term after the convict's discharge, that no convicts from Switzerland were now sent or aided to go to the United States.

Hon. Hugo M. Starkloff, United States consul at Bremen, says (vol. II):

Criminals and paupers have been shipped to the United States to my knowledge by benevolent associations, whose leader, in one case, has been a Government officer. To what extent this is done I am unable to tell.

Of course it is possible that in any of these countries convicts may be helped over by friends, on account of family pride and honor, and possibly some communities may in some instances assist them.

In regard to Italy, while it is inevitable that with about 5,000 murders committed yearly and a great majority of them committed in South Italy and Sicily, and other serious crimes in proportion I believe that the Italian Government is strict in keeping the convicts the full length of their term; except what remission is earned by good conduct;

and that so far as I could learn there are no prisoners' aid societies' assistance, nor any Government nor municipal assistance, as a system. Yet with 50,000 people coming from the south of Italy and from Sicily to the United States yearly, necessarily there must be as large a ratio of ex-convicts, perhaps larger, who go to the United States than come to us from other countries.

It is a question whether convicts and ex-convicts ought not to be returned or deported at any time when discovered, and all rights of enfranchisement and citizenship revoked and canceled.

Fifth. The extent to which and the manner in which, if at all, the steamship or other transportation companies or their agents inquire into the character or condition of intending emigrants, with a view to rejecting those who come within the classes excluded by the laws of the United States; and generally what checks, if any, are applied in Europe to the emigration to this country of persons of prohibited classes?

In regard to this subject I may say that it would not be natural for any of the government authorities in Europe to place any checks upon the emigration to this country of any of the prohibited classes or objectionable classes of any kind, when it is almost the universal complaint throughout nearly all the communities which I visited, except in Italy, that it was comparatively the youngest and the best of the laboring classes from the agricultural districts who emigrate to the United States. And I do not think, so far as the governments are concerned, there are any checks whatever placed in the way of these classes prohibited by our laws emigrating to the United States, unless these classes are of the men who owe service to the armies of the respective countries.

So far as the steamboat owners and their general agents are concerned, I think there is a very general desire to do what they can to keep themselves in harmony with the laws of the United States, and to abstain from selling tickets to or encouraging the emigration of the classes prohibited by our laws. In my interviews with them they said that they could clearly see that it was for their interest to assist the Government of the United States in carrying out its laws, so far as was in their power; and most of them have given their written assurance in their communications to the board that they will do everything in their power to carry out the rules and regulations established by your Department under the laws of Congress.

I believe that they see clearly that their interests and the future profits of their business compel them to do what in their power lies to discourage the selling of tickets to and of bringing to this side the prohibited classes.

Sixth. The extent to which such preliminary inquiry by transportation companies, or their agents in Europe, can be made effective through the voluntary coöperation of the companies, and the best methods of carrying it out. In this connection it is suggested that you confer, as far as is convenient, with owners and agents of steamship lines in the principal ports of Europe.

On this subject I may state that the owners and general agents of the steamship companies bringing emigrants from Europe to the United States can adopt a system of preliminary inquiry through their subagents in regard to the character, life, and disqualifications, if any, which might be made effective if honestly administered, and a thorough discipline of their subagents is adopted and honestly carried out, which will greatly aid the Department in administering the laws upon this

subject, and of excluding the prohibited classes from emigrating to this country.

Indeed, I believe that the steamship owners and their general agents have entirely the best facilities at the very homes of the intending emigrants to inquire into, ascertain about, and decide concerning who are and who are not eligible as emigrants to this country; and I believe that in connection with a rigid inspection, oversight, and supervision of emigration methods, means, and agents at the principal European ports and districts from which come the great mass of our immigrants, by special commissioners and inspectors, to be appointed by the United States Government as below stated, that the steamboat owners, general agents, and subagents may become the most effective assistance to your Department in enforcing the laws of Congress on this subject.

Seventh. Whether it will be prudent to adopt and apply an effective system of examination of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable cost of maintaining such a system, if adopted?

On this subject I may say that while in Europe I was impressed that some system of inspection, or system of consular certification as to the character and fitness of intending emigrants by United States agents or otherwise, was practicable. But on a full consideration of the difficulties, expense, and probable failure of the same as to excluding undesirable classes, I now am of the opinion that your suggestion that the steamboat owners, agents, and subagents might be made themselves to do the greater part of the work, and bear the greater part of the expense of thus inquiring into the character and fitness of the intending emigrants, and whether or not those who apply for passage to the United States over their lines, come within the prohibited classes or not, is practicable, and might with wisdom be at least tried.

Under any system which may be adopted there will doubtless be many who will elude their best efforts even when honest, and many dishonest agents will scheme to evade our laws; but on the whole I agree with Commissioners Weber and Kempster as to the great difficulties in the way of consular inspection and a certificate as to each individual case. At all events I believe that a system should be adopted which will at least for a year or two try the experiment of compelling the steamboat owners, agents, and subagents to do the work of sifting out the emigrants at their homes, before they incur the expense of going to the place of embarkation before a system of inspection is applied. If the system which below is indicated shall fail of bringing desirable results then the more cumbersome and expensive system (either to the Government or to the emigrants), perhaps a thorough inspection by Government officers appointed for that purpose to reside in all the districts near the homes of the intending emigrants, can be devised and inaugurated.

In connection with requiring steamboat authorities to put into operation a system of inspection, under rules to be suggested for the guidance of the subagents by your Department, I would favor:

First, commissioners and inspectors of emigration to be appointed by authority of Congress to reside at or near all the great seaport centers of emigration activities of Europe, whence come to our shores very large numbers of emigrants. The commissioners to have certain districts over which they shall have supervision, the inspectors to work under the commissioners, their duties not being an inspection of each

individual emigrant, but a thorough inspection of, inquiry into, and the ferreting out of the means adopted by the subagents to get passengers or to sell tickets to them, and their methods of work and operating for that object; to keep thoroughly posted on the laws of Congress, the rules and decisions of your Department in regard to emigration matters; and to be ready and capable of giving advice to the steamship owner, agent, and subagent in regard to all emigration matters, and the decision of any particular cases which the steamboat authorities may desire to bring before them; the gaining of knowledge and information in regard to the causes of emigration from particular districts at particular times to be immediately conveyed to your Department; the watchful care and if necessary a surveillance over the workings and doings of subagents through their districts by means of special agents to be employed by them from time to time as may be necessary under your special authority and instructions.

My observation in Europe and of the districts whence come the great mass of immigrants, and of the location of the various ports whence they sail to the United States, leads me to suggest that with modifications, as a study of the subject will necessarily bring about, commissioners and inspectors should be stationed as follows:

A commissioner of emigration for Great Britain and Ireland with headquarters at Liverpool, with one inspector for Ireland and its seaports, one inspector for Scotland and the north of England and its seaports, and one inspector for the south of England and its seaports. One commissioner for Holland, Belgium, Switzerland, and France with headquarters at or near Antwerp, with one inspector for Holland and its seaports, Rotterdam and Amsterdam; one inspector for the north of France and Switzerland and the seaports of Havre and Boulogne, and one inspector for the south of France and the seaports of Bordeaux and Marseilles. One commissioner for Italy with headquarters at Naples, with one inspector for Sicily and one inspector for north and central Italy. One commissioner with headquarters at Bremen or Hamburg, with one inspector in Germany, and one inspector for Austria-Hungary, and one for Russia. One commissioner for the Scandinavian countries with headquarters at Stockholm, and one inspector for Norway and Denmark. That is, seventeen agents in all.

Of course the expense of this force would depend upon the salaries which Congress might allow them; but it could not in any event be for the salaries of the commissioners and inspectors and other necessary expenses to exceed \$75,000 or \$100,000 per year. This would cost in the neighborhood of 12 to 15 cents for each immigrant entering the United States.

Of course in addition to the above plan of a stringent inspection in Europe near the homes of the people by subagents selling tickets, and of a strict supervision of the inspecting subagents, there should be also a rigid inspection at all the ports of entry in this country; and to fully carry this out it may become necessary to have inspectors stationed at all places where railways from Canada enter the United States and bring immigrants from Canadian ports into the United States. Possibly by the courtesy of the Canadian government for the purpose of retaining this kind of traffic for its railroads this inspection might be permitted under proper rules to be agreed upon by the Canadian and United States authorities to board the trains in Canada long enough before they cross the border to complete the inspection before they arrive at the border, in order that there may be no unnecessary delay at the border, of the railway trains carrying such immi-

grants. It is plain to be seen that a rigid inspection at our own ports, without guarding by inspection the places of entry of the immigrants, through Canada, at least for the great mass, any system of inspection would fail.

By this plan subagents would be compelled to be constantly on the watch, for poor emigrants would be returned from ports of the United States, and their methods would become known to the commissioners through the inspectors, who would make complaint to the general agents of the steamboat companies, or to the owners. Subagents would be on guard not to have too many such complaints made, for fear of losing their appointments. Whereas under a system of individual inspection at ports of embarkation, or by consular certificates, subagents would use every effort to get as many as possible past the ordeal, as there would be nothing beyond to deter him.

Eighth. Whether there is any considerable migration from European countries of adult males unaccompanied by families, with a purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States, with the cause for such movement?

On this subject I have reported in full what I found in this regard, and what strongly impressed me while in Europe. There is doubtless a very large movement of stone and brick masons, plasterers, and stonecutters from all parts of Scotland; of masons and painters especially from Glasgow; of masons and other mechanics from various cities and seaports of England; mechanics from the north of Ireland, and laborers to some extent from the south and west of Ireland; and of sailors from Scotland and probably some from England to the Great Lakes in the United States, all of whom go across the ocean in the early spring by steerage passage at a cost of about \$17.50 one way, and cheaper still by buying return tickets, to work in the principal seaport cities of the United States during the spring, summer, and fall, and return to their homes and families during the winter. This process is repeated year after year by many. I could not learn that workmen generally did this from France. I learned that to some extent from Belgium, Holland, and Switzerland this migratory movement of passage to and fro of mechanics and laboring men was carried on. From Italy this movement is very large indeed, if my information was correct. Probably the laboring men who go from Italy to the United States to work temporarily stay longer, and not so many of them return every fall as from the districts of Great Britain which I have named, but the movement of men from Italy to the United States who go to work in the United States, who leave their families in Italy, who send to them all their earnings, nearly, and who are in the United States only temporarily for the purpose of making money with the ultimate design of returning to Italy, is very great.

The movement of the Italians back from the United States commences in August, and is the largest in August, September, October, and November, while from the other countries named it does not commence from the United States until later in the fall. This is a movement well known in the United States and it must sadly interfere with the laborers of the seaboard cities of our country. All these men who come to the United States to work live very cheaply while here and buy scarcely any of their clothing in the United States; in fact, it may be considered as an unnatural competition with our mechanics, artisans, and laborers by those who have no interest in our country, who spend none of their earnings here to speak of, which greatly interferes with the labor mar-

ket rightfully belonging to the men who have their homes, their interests, and their families in our midst.

This state of affairs is brought about by the very cheap fares from Europe to the United States, and the fact that all of the mechanics who come from these countries to the United States receive from four to five times as much pay for their labor in the United States as at their own homes. "They are enabled to pay their railroad and steamboat fares both ways, to have the trip to and fro, and to spend four months with their families doing nothing or attending to their own affairs, and yet earn in the season which they spend in the United States more than double what they would during the whole year if they remained at home and should work all the year.

It is true that clothing and rents are cheaper in Europe than in the United States, while the same class of provisions for the families of mechanics is much cheaper in the United States than in Europe, provided they have the same kinds of food there that mechanics usually have in the United States.

RÉSUMÉ OF SPECIAL REPORT ON THE POSSIBLE LARGE EMIGRATION OF THE WORKERS FROM SOUTH WALES.

I here simply repeat the résumé which I made with my special report to you as to probable emigration of tin workers from Wales, and which, together with the report, will be found above.

First. That the matter of commencing as boys has been a necessity in very large families to have the boys earning something.

Second. That in the natural course of promotion it takes about five to eight years to get the man ahead out of the way so that the one behind may be advanced.

Third. That this long course of having boys do light work, and the length of time it takes to advance one in the natural order of things, has led to the universal belief that to be a good tin workman one must commence as a boy and work up through all grades. *That has been* the course for many years. They think it must continue. Doubtless good workmen are so made.

Fourth. That most of the men would honestly give the number of years necessary for making a skilled workman in any department.

Fifth. From what was told by those who had been in America I believe that heaters, rollers, shearers, tinmen, brushers, and assorters can be educated from our skilled metal workers in from one to two years.

Sixth. I believe there are hundreds of old tin workers in the United States in other work.

Seventh. I presume these are somewhat out of touch with those who have kept right on in Wales, but yet I found tin workers who had worked fourteen years in America at other work who had returned to Wales into the tin works.

Eighth. Doubtless our skilled artisans would learn quicker, to have the best workmen from the works in Wales as teachers.

Ninth. The masters will do everything to keep their best workmen, and if they must part with any then part with the poorest.

Tenth. American masters must be cautious in selecting their men to teach others.

Eleventh. I do not think there are as many secret processes as they try to convince Americans.

Twelfth. If the Americans do not try to have all Welsh workers, they will probably make some mistakes which will cause them to invent new processes and methods to overcome obstacles which in the end will make them independent of all the world in tin-plate making.

Thirteenth. Every obstacle will be thrown in their way by the Welsh masters to prevent any wholesale emigration of tin workers to the United States.

Fourteenth. American masters must be shy of men who go to America from Wales. The masters may introduce "wooden horses of Troy" in men who might lead the masters astray. If our men can have good and *honest* teachers, two years will make them experts in the most intricate processes. If the present demoralization continues in Wales, thousands of Welsh tin workers will come to the United States to seek employment.

JUDSON N. CROSS,
Member of Commission.

HON. CHARLES FOSTER,
Secretary of the Treasury, Washington, D. C.

REPORT OF COMMISSIONER JOSEPH POWDERLY.

SIR: In accordance with your instructions, I herewith submit a report of my findings while investigating the causes which lead to emigration from Europe to the United States. I deem it proper to make my report under the various headings presented in your letter of instructions to me of July 1, 1891, the first of which is:

The principal causes which operate in the several countries of Europe to incite emigration to the United States.

In order to answer this question correctly it will be necessary to divide it into two parts: First, the causes which oblige the people to emigrate, for if they were satisfied and contented with their surroundings they would not wish to leave their native land; second, why the stream of emigration is directed to the United States.

In the United Kingdom of Great Britain the chief cause of emigration is the land question, the great landed estates of the landlords, absentees and resident, and nobility, which some statisticians estimate to be twenty-two millions of acres of productive land lying idle.

In Ireland thousands of acres of productive land in the richer portion of the island are idle or used only for grazing purposes, while the population is crowded on the poorer lands of the northwest and southwest, from which the greater number of emigrants come. The landlords refuse to rent any more of their land, and on this account the people find it impossible to obtain land enough for the support of their families.

The lack of manufacturing and other industrial works and the employment at such very low wages of those engaged in agricultural pursuits as to hardly keep alive the spark of life in the bodies of the poor creatures so employed, is another cause. In addition to this it appears to be the settled policy of the ruling powers to reduce the population in the congested districts.

In support of my statement as to their policy of reducing the population I herewith submit an extract from the speech of Lord Derby on the subject, in which he says:

With a population already congested and growing at the rate of 1,500,000 a year, how is it possible to find employment, food, and clothing for them all? We are, we must be, an emigrating country. With our small area and with our growing population we have no choice in the matter, and I do not hesitate to say that to dispose of the growing swarms of the poorer classes is not a matter of humanity only, but one also of public safety.

The causes above alluded to in regard to Ireland may be said to be also true of Italy, only in a still more aggravated form. In a report on the condition of labor in Italy made by Sir D. E. Colnaghi, in which he quotes liberally from statements rendered by the eminent Italian statistician, Luigi Bodio, I find the following given as causes of emigration:

The changed condition of things within the last thirty-one years, since which time a large standing army and navy had to be maintained, public works to be carried on, a system of national instruction to be promoted, and an immense administration to be maintained regardless of cost. To support these burdens, heavy taxes have been imposed, which, with commercial, industrial, and agricultural crises, have pressed heav-

ily on the country, until, at the present day, financial difficulties have arrived at such a state that only by severe and thorough economy in the public expenditure can any relief be expected. With the increase of the population added to the depression in agricultural pursuits, the difficulties in the way of the day laborer obtaining a living are on the increase. In many districts they can not earn by regular work more than 200 or 300 lire per annum. This is equal to about from \$40 to \$60. I found the average wages for an adult male to be 2 lire (40 cents) in summer and one lire in winter. An account must be taken of the season in which he can obtain no employment, for taking the whole year round he will average less than 20 cents a day. In the province of Basilicata, one of the largest in Italy, where large estates under the control of absentee landlords abound, want of employment has caused a large emigration of laborers. Notwithstanding the immense emigration, the increase of population since 1861 has been over 5,000,000.

All these causes have reduced the population to such a condition of poverty that women are forced to compete with men in the field of manual labor. They are engaged as section hands on the railroads, as laborers in quarries, and as helpers to stone masons. At Frosinone, Ceprano, and Roccasecca, and along the railroads between Naples and Rome, I saw women engaged in the occupations enumerated. With such a state of things prevailing it need not be wondered at that the steamship agent finds eager listeners to his alluring tales of prosperity and plenty in the United States. These agents, subagents, and subagents' subs will be referred to under the proper heading.

The answer to the second part of the question is summed up in the following:

The letters received from friends and relatives who have emigrated to the United States, the money sent home to parents by children who are employed in the United States, and an occasional visit of one of the exiles to his former home displaying as a result of his labor in America a few hundred dollars, or francs, which to poor people not blessed with a shilling appear as fortunes of magnificent proportions. Another stimulus to emigration is found in the low rates of passage now prevailing (from \$16 to \$20), also the short time consumed in the journey as compared with former years.

In Italy the causes above enumerated together with the persistency of the ubiquitous agents and subagents all combine to direct the stream of emigration to the United States.

Another, and perhaps as great a cause as any, can be found in the numerous emigration aid societies which are scattered all over England and Ireland. As an illustration of the manner in which they direct the stream to us, and to show that the English people are keenly alive to the necessity for action on this question, I quote from the report of the select committee appointed by Parliament to inquire into the subject of emigration and immigration of foreigners, and into the laws existing in the United States and elsewhere on the subject. That committee was appointed and made its report in 1888. In the examination of Mr. Lionel L. Alexander, honorable secretary of the Jewish board of guardians, by Mr. Montague, a member of the committee, will be found the following:

Q. At page 166 in your evidence you refer, I fancy, to a mission which Dr. Asher and I undertook for the Mansion House committee to Galicia, to consult the emigration committee in Limberg and Brodie?—A. I referred to that and to another mission which another gentleman kindly undertook for us.

Q. Can you state that through the action of that committee in Galicia, and their corresponding committees in London and Liverpool, a large number of emigrants were sent away to America, who might otherwise have located themselves in London?—A. Distinctly so; they might have wandered sooner or later to London; a very large number of them, I feel sure, would have done so.

Q. Are you aware that the large sums supplied to the Mansion House fund have been employed in sending Russian refugees directly to America?—A. Very large.

Further on, in his testimony before the same commission, he states:

Were such arrangements promulgated as exist in the United States, I feel sure that scarcely any of the people complained of would be kept out. It is notorious that with all the stringency of the American regulations few are ever prohibited to enter.

The Mansion House fund still exists; contributions are solicited and received. The contributions received for the years 1889 and 1890 amounted to £151,000, nearly three-quarters of a million dollars. With such an immense fund to draw from, and there is no doubt but that it is being used to pay the passages of refugees to this country, we need not be surprised when we meet with hucksters and peddlers in all of our industrial centers whose knowledge of our language and custom is so limited that they do not know how to make change in selling their wares. For proof of this one has only to walk a block on any street in New York.

I also quote from a pamphlet issued by the Self Help Emigration Society, of London, patronized by the Earl of Aberdeen and a host of lords, reverend gentlemen, and members of Parliament:

In a country containing 121,000 square miles, while the population numbers about 36,000,000, it is obvious that with a population increasing at the rate of two millions a year competition must become more keen every succeeding year, therefore making remunerative work more difficult to obtain. Emigration, therefore, from the overcrowded country to these colonies is now recognized as one of the best remedies for the poverty and overcrowding now existing. The United States also affords abundant opportunities for the workmen.

From the testimony of Mr. Alexander and the extracts from one of the numerous aid societies which abound in Great Britain, it can plainly be seen that the English people are sensible of the importance of this subject, and that through their efforts a large proportion of the emigrants are diverted and directed to our shores.

Second. The extent to which the movement is promoted or stimulated by steamship or other carrying companies, or their agents, for the resulting passenger business.

In every town visited in Great Britain and Ireland the principal officers are liberally supplied with emigration literature of most alluring character. The folders of the great railroads of the United States are temptingly displayed, and accompanying each one will be found a number of pamphlets setting forth the resources of new towns and home sites along these railroads. The swamps of Florida, the mountainous regions, and alkali beds of the West and Northwest, look as well on paper as if made up of the most fertile lands, and when the exceedingly low price of these lands, or alleged lands, is advertised, it need not be wondered at that the tide of emigration to the United States becomes more rapid and swollen. On reaching the United States and discovering the real nature of the swindle, there is but one thing left to the emigrant to do—turn to the already crowded manufacturing center to look for employment. I procured and took with me a number of these folders and “boom town” circulars.

I wish to call particular attention to one of them, a pamphlet or descriptive list of lands for sale in all parts of the State of North Carolina, by the North Carolina Land and Emigration Bureau, 22 Dey street New York. On the last page of said pamphlet will be found a voluntary testimonial from British settlers in North Carolina, giving reasons why they are glad they came to North Carolina. The last of these reasons is given verbatim:

Under the laws of North Carolina and the United States aliens may acquire and hold property in the former and still remain *citizens* of their native lands. They pa

the same taxes as their neighbors, and are equally protected in all their personal and property rights, but they are exempted from military, jury, and other duties that American citizens are *compelled* to perform.

The circulars and advertisements of this company are to be found in the steamship offices of Dublin and other places.

Many steamship lines issue circulars in which they advertise to take passengers from England to America via Antwerp for the low sum of £3 10s. The Red Star Line publishes a paper entitled the "Red Star Guide," in which, under the heading "Motives to Emigrate," they advertise free homes, timber culture, and the preëmption laws of the United States. The title page of the folders, circulars, and pamphlets explanatory of the above are herewith transmitted.

In France I did not find that the agents advertised or issued circulars setting forth any inducements to emigrate to the United States.

In Italy I did not find any circulars or advertisements of any kind, but found that instead each agent and subagent had runners who mingled with the people, giving glowing descriptions of the United States, representing wages as being high, work plenty, Castle Garden as a place where they would be kept and taken care of until they got work; in fact, that it was the business of the officers of Castle Garden to find work for them. The subagents paid runners from one to five francs for each passenger they brought in. It all depended on how near the steamship had her complement of passengers filled out. If, as the hour of sailing drew near, the vessel was not crowded to its fullest capacity, the prices paid to runners advanced. On one block in the city of Naples I counted twenty steamship officers, and each one had subagents in all the principal centers of emigration. To illustrate the manner in which emigration is stimulated by the steamship companies, I give my experience on board the steamer *California*, of the Anchor Line, which was to sail from Naples on or about September 29. As her complement of steerage passengers was not full, she did not sail until October 2.

In the meantime, the runners were more active in procuring passengers for the *California*. Saw A. P., keeper of an emigration boarding house, who, as my interpreter informed me, was a "boss" or padrone, endeavoring to secure more passengers for the *California*; saw him talking to and urging intending emigrants to go to the United States, instead of to Brazil as they originally intended. My interpreter, A. D. F., who had been in the employ of the Anchor Line as assistant interpreter, and who had in one year made four trips across the ocean—the last one in May on the steamship *Belgravia*—knew one of the passengers on board of that ship who had been in jail for twenty-five years for murder. The man mentioned had been furnished with a passport to leave the country and was at that time the proprietor of a fruit stand in New York City. My interpreter would not give me his name for fear of consequences to himself in case it became known that he had given such information. He also said "that a man who had been in the United States would be of more value as a runner than one who had never left Italy, and that agents when they sold tickets instructed emigrants how to answer the questions that would be put to them by the authorities at Castle Garden." He also informed me that while en route he used to instruct emigrants how to answer questions at Castle Garden. Castle Garden is a familiar name in Europe, and long usage of the term has rendered it almost impossible to designate any other landing place by another title.

One steamship agent, visited by me in Genoa, read a circular to me

which he had received from the Italian Government in which our law relating to immigration were fully explained. We secured a list of the general and a partial list of the subagents in Italy, which accompanied the report; we also learned that all of these agents had between 20 and 300 subagents, which would bring the total number up to somewhere near 4,000. We made an effort to obtain a list of the subs and the runners, but failed. We afterwards learned that the police, notwithstanding their almost unlimited powers of surveillance, failed to secure accurate information on the subject.

Third. The extent to which contract laborers are engaged, openly or covertly, for exportation to the United States, through what agencies and for what classes of employment.

The fact that the names and objects of the commission were made public in Great Britain and on the Continent rendered the securing of information on the subject almost impossible. Repeated attempts at eliciting answers to inquiries especially directed to this end prove abortive, and as a final resort I engaged the services of laborers to visit emigrant information offices in London for the purpose of gaining some knowledge of their intimacy with the condition of the demand for workmen in the United States. The information received was to the effect that if my agents were mechanics they would be advised to go to America. Right here it is pertinent to say that when the word America is used in England it refers to the United States; Canada and British North America are designated by name. These emigrant information offices are not intended to send emigrants away, but merely to give accurate information to those who apply for it as to the needs of other countries for workmen of all kinds. I secured the services of a porter of one of the hotels, sent him to the office of the Red Star Line in Adelaide street, London, and directed him to ascertain if they would guarantee him employment in the United States if he took passage on one of their vessels. The answer he brought back was—

The agent would not guarantee me a situation, but advised me to consult the labor bureau, meaning the emigration office. There were two men in the office where I went in; they were plasterers, and were preparing to go to the United States. The agent said "that he sent numbers of masons, bricklayers, carpenters, and plasterers over, and that if I were a tradesman he would advise me to go."

Next day he visited an agent in the Strand, a Mr. Hetherington who acted for several steamship companies. On his return he reported as follows:

"He informed me that he would give me a letter of introduction to his agent in New York, who was located close to where I would land and that he would take care of me until he found work for me to do, to pay expenses, but not until he secured employment for me. He was very anxious that I should go, and on learning that I was a hotel porter, he said that I would find no difficulty in getting a situation on the other side."

Calling at the office of T. & R. Brockelbank, 106 Leadenhall street London, E. C., agents for a number of companies, I represented myself as being anxious to make contracts with laborers to go to the United States. The answer was:

Do not make contracts with laborers on this side, or they will be sent back. We will give you a letter of introduction to a Mr. Odell, 117 West Forty-second street New York, who is especially employed to look after the interests of steerage passengers by our lines. About two months ago we sent some tailors to him and he found them employment in Fort Worth, Tex.

He informed me that when he sent passengers to the United States they went via Rotterdam, and that the passenger rates for the steerage would be £3 10s. He volunteered the information that if he should send workmen to the United States for me I need not go with them to Rotterdam, and that I could secure accommodations and intercept them on the same vessel at Boulogne.

In Naples we were informed that Italian bankers and Italian hotel-keepers in New York are engaged in the contract business. It is principally through their efforts or through the efforts of their correspondents in the emigration centers that so many people are induced to go to the United States. We could not get any direct evidence of the making of contracts, but believe that the contracting is done through these agencies. The following names are those of agents: Banca Tucci, 22 Center street, New York; Carlo Barsotti, general agent steamship line, 2 Center street, New York; B. Bertini, proprietor Hotel Del Campidoglio, 135 Bleecker street, New York, agent for Bank of Tuscany; A. Cuneo, 28 Mulberry street, New York; Banca Italian, 275 Mulberry street, New York; Guisepppe Gallo & Bro., 114 Marion street, New York; Banca D. Garofals, 186 Spring street, New York.

From one of the numerous scribes in the streets of Naples I learned that the Italians were in the habit of writing to their friends in the United States begging of them to take them out of that "miserable country," promising to pay liberally for any money advanced in their behalf. Upon returning to the United States I learned from an Italian steamship agent that he often received such letters, and he knew of several Italians who made it their business to invest their money in that way; that is, by sending prepaid tickets to Italy, bringing over acquaintances, finding work for them, and receiving double the amount expended in bringing them over. This is always paid out of the first money that these men earn.

Fourth. The extent to which criminals, insane persons, idiots, and other defectives, paupers, or persons likely to become a public charge and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to emigrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or government authorities.

In several places in Ireland, notably in the west, I was informed by persons with whom I conversed that the board of guardians did emigrate paupers from among the inmates of workhouses, as well as those who were in receipt of outdoor relief. As the information so received would not be considered good evidence, I endeavored to get affidavits which would prove the statements made, but found my informants unwilling to do so, for very good reasons. Pursuing the inquiry farther, I was told to procure the report of the board of guardians (local government boards) for the year 1890, and would therein find the proof of their statements. I did so, and also found the act which gave these boards of guardians the power to emigrate. The following is the title of the act: "1st and 2nd Victoria, chap. 56, section 51, relating to Ireland only." I quote a few of the marginal notes:

Guardians may assist inmates of workhouses to emigrate; guardians may also assist persons who are not inmates of workhouses to emigrate; guardians may assist landlords to assist small tenants to emigrate; guardians may apply money in their hands or borrow on security of rates for expenses of emigration. The emigrants may go either to the British colonies or possessions or to any foreign state.

In the statistics of emigration by boards of guardians, attached to said

act, I find that under the act of 1849 and modified act of 1882, 42,405 persons had been assisted to emigrate up to March, 1889, at an expense of £157,086 17s. ½d. Of the emigrants 5,486 were men, 19,924 were women, and 16,995 were children under 15 years of age. I also find statistics for 1889, that 660 persons were assisted, at an expenditure of £1,035 3s. 10d. Of this number, 531 were sent to the United States, 82 to the Argentine Republic, 35 to Australia, 11 to Canada, and 1 to New Zealand. In 1890, 467 persons were assisted at an expenditure from the poor rates of £835 8s. 9d. Four hundred and twenty-five of these were sent to the United States, 29 to Australia, and 13 to Canada. In the report of the local government board for Ireland, being the nineteenth report under the local government board of Ireland (Act 35 and 36, Vic., ch. 69), addressed to his excellency, lord lieutenant-general and general governor of Ireland, Dublin, May 15, 1891, on page 17, under the heading: "Emigration," I find this statement:

Since the date of our last report a grant was made under the arrears of rent (Ireland) act, 1882, and the tramways and public companies (Ireland) act, 1883, amounting to £56 16s. 4d., to the board of guardians of Ballina Union, to assist in defraying the cost of the emigration of a family of 10 persons to the United States.

In same report I find a series of recent statistics with one additional year added, showing the number of persons assisted by board of guardians to emigrate under the provision of the Irish poor relief act, and the cost incurred for that purpose in each year, that is to say, for the forty-one years ending March 25, 1891.

In that table I find that in 1890 and 1891 there were 1,024 persons assisted to emigrate, which, added to the 42,405 previously mentioned makes a total of 43,429 persons assisted by the board of guardians since 1851. Taking their own figures for 1890, we find that we receive 91 per cent of the number sent over in that year. Taking this as a basis we find that of the 43,429 sent over in the past forty-one years 39,520 of their paupers were sent to the United States.

The figures given do not include the thousands aided by such funds as the "James H. Tuke fund," which is assisted by a grant from the Government, and the Irish female emigration fund of Belfast. Both of these funds assisted a great many young persons who have aged relatives dependent upon them, thus paving the way for the older ones to follow. The act and statistics referred to and a partial list of the emigration-aid societies and their objects accompany this report. In same exhibit will be found the laws governing the boards of guardians of England and Wales only. Under these acts the boards of guardians have the same power of emigrating paupers as have the Irish board of guardians, except as to destination. Will quote one section in full which I think will explain the difference very clearly. The section is as follows:

In consequence of representations which have been made by the Government of the United States, the board feel themselves precluded from sanctioning any expenditure from the poor rates in connection with emigration to that country. The board have in some instances sanctioned, in the case of emigrants whose passage money had been provided for them, payment by the guardians of the cost of conveyance to the port of embarkation. No such expenditure by the guardians is now sanctioned by the board. It may be mentioned that under an act of Congress passed in 1882 passengers arriving in the United States are required to be examined, and in such examination there is found any person unable to take care of himself without becoming a public charge he is not permitted to land.

A comparison between the ten years ending 1879 and the same number of years ending 1889 shows that during the latter period emigra-

tion from the ports of the United Kingdom to British North America increased over 160,000.

In speaking of emigration aid societies in London, two are especially deserving of mention, one entitled the Jewish Board of Guardians and the other the Jew Emigration Society. Of this last-named association Leopold de Rothschild is president. In the report of the first-named society for 1890 it is shown that they helped away 621 cases, comprising 1,004 persons. One hundred and forty-four of these cases were sent to the United States. In 1888 the latter society helped, chiefly to the United States, 268 persons, and since the foundation of the society 7,099 persons have been assisted. I also attach to this report the reports of several of these societies visited by me, in nearly every one of which it will be found that they have assisted numbers to the United States.

On Sunday, November 1, Mr. Schultjes and I attended a meeting in Liverpool convened by the Liverpool committee of the fund in aid of the Russo-Jewish fugitives. From the opening address of the chairman of the meeting I take an extract to show that the people are alive to the necessity for energetic action on their part in directing this immense influx of foreigners across the Atlantic to this country. Said he:

Fears have been expressed in various quarters that large numbers of these will find their way to this country, and so swell the already congested labor market in London and the provincial cities. The Russo-Jewish committee of London, the central body which would have the administration of the funds, has strenuously and energetically opposed for months past any emigration to this country whatever. They have done this by public advertising in all the continental centers, by special notice to the foreign Jewish committees, and by special restriction in granting relief money. We have contributed large sums of money to the Hamburg and Berlin committees for the purpose of preventing any emigration to this country, and, as a matter of fact, I have high authority for stating that very few have reached or will reach our shores.

I also quote from a speech made by Mr. B. L. Benas, one of the speakers at that meeting, as follows:

The object of the fund is (and I have spoken to the chief rabbi, Mr. Nathan Joseph, on the subject) to direct the stream of emigration and to prevent it flowing to the manufacturing districts of England. The people of this country nobly assisted the refugees of nine years ago, who are now happily situated in flourishing positions and are educating their children and holding up their heads as freemen in the United States.

In all of the large cities and towns there are societies entitled "discharged prisoners' aid societies." They have for their object the assisting of those who are discharged from the prisons of that country. The object is no doubt a worthy one and may work beneficially for the United Kingdom, but its beneficial effects are not likely to extend to the countries to which they send their ex-convicts. While in the office of one of these societies, the Royal Society for the Assistance of Discharged Prisoners, 32 Charing Cross, London, SW., which is one of sixty-nine societies having the same objects in view, Commissioner Schulteis and I were shown a letter from one of the prisoners who had been sent to the United States in May, 1891, in which the writer, after thanking the society for the aid extended to him in paying his passage, described the difficulties he had experienced in getting his money order, which they had given, him cashed. He stated that the clerk in the post-office refused to cash the order until he was identified, and that he furnished him with a blank which he took to the steamship office, expecting that they would identify him. This they refused to do. On his way back to the post-office he copied the name of the firm from over a

shop door, presented the identification to the clerk in the post-office, and received his money, thus committing a forgery immediately on his arrival in the United States. The officer of the society informed us that the reason why they gave money orders to the ex-prisoners instead of cash was because experience had demonstrated that money given to such persons was usually spent on shipboard, and that those who landed penniless were liable to be sent back as paupers. They inaugurated this plan of giving money orders in order to secure the assisted discharged prisoner in the possession of enough to remove the impression that he was a pauper. We also learned that the orders were drawn at Charing Cross Station, London, and that H. B. Buchanan was the remitter. On returning to the United States we followed up the clew, and, with the assistance of the Post-Office Department, we found that this society sent over seven persons during the months of April, May, and June, 1891. Two of the money orders were paid in Wilmington, Del., on May 8; one in Baltimore, May 8; two in New York—one April 11, 1891, the other June 25, 1891. Of the other two, one was paid in Chicago, Ill., May 23, and the other in Minneapolis, Minn., June 27, 1891.

I procured the reports of several of these societies, and from one of them I quote from the remarks made by Lord Leigh in moving that one of the reports be adopted:

It gives me the greatest possible pleasure to be present at this meeting, for I consider the society one of the most useful in existence. I feel that our thanks are particularly due to the chaplain, whose services as honorable secretary were of such value. *The diminution of crime in the country is due in a great measure to the Discharged Prisoners' Aid Society*, coupled with kindred societies, such as reformatory and industrial schools. * * * With regard to emigration, I think it is one of the best means of bringing about the desired results.

Another speaker, in seconding the resolutions, said "that it was very desirable that the public should know of the usefulness of the discharged prisoners' aid societies and their emigration schemes ought to meet with the generous support of the city and district." Another member said "that the emigration part of the work was an evident success, and he earnestly trusted that the appeal would be readily responded to."

Desirous of ascertaining why the thanks of the society should be tendered to the chaplain referred to by Lord Leigh, I called at the office of the Discharged Prisoners' Aid Society to make inquiry, and found that the chaplain in question had accompanied the discharged prisoners to Liverpool, purchased tickets for them, and saw them safely aboard the ship. In order that the exact destination of these prisoners might be known, I called at the residence of the chaplain, but owing to illness he could not be interviewed.

Each of these prisoners' aid societies makes a yearly report, in which the number of discharged prisoners who have been assisted to emigrate is given. These reports are not always accessible, and inquiry at the office of one, with headquarters at Dublin, developed the fact that seventeen released prisoners had been sent direct to the United States during the year ending March 25, 1891. All over England societies for the assistance of child emigration flourish. The report of these societies show that hundreds of children are sent to America each year. The boards of guardians send many hundreds of poor children to America annually. The greater number find their way to Canada, but once they sail from England there is no attempt, or practically no attempt made to keep trace of them. The distance across the line is so short

that we may be sure that large numbers of them eventually find their way to the United States. At a conference recently held, the Bishop of London, deploring the fact that these children had been neglected, said:

In the last three years about five hundred children had been sent out to Canada by the boards of guardians. How many of these poor little atoms of mortality do we know anything of now from information supplied on the other side? Only twenty-six; that fact speaks for itself.

In another office at which I called for the purpose of getting reports, I was met with the answer:

You are from the United States; we do not print any reports; we do not give any information; we do not let any prisoners from our doors without assistance, and if one of them becomes President of the United States you will never be the wiser.

From the foregoing it will be seen that numbers of discharged prisoners are assisted to emigrate, and that the United States gets more than her share of them.

In the city of Bordeaux, France, I was informed by the United States consul, that a great many girls were being taken to New York and New Orleans for immoral purposes. He said that the steamship *Chateau Equem*, which sailed from Bordeaux for New York about the middle of March, 1891, carried between 30 and 40 girls who knew that they were being taken for that purpose. Mr. Davis, agent of the Pacific Steam and Navigation Company, No. 1 Pavé Des Chartreux, Bordeaux, furnishes me with a list of names of men engaged in this traffic, who had been to Bordeaux. This statement was not called forth by any reference of mine to the subject. He furthermore stated that the men represented themselves as hailing from South America, but were known to have taken the girls to the United States. The following is the list of names furnished me: Morritz Montiganer, Leib Gref, David Schwartz, ——— Goldberg, ——— Narrovitz, Marcus Moses, Moses Leiber, and Kohn Jacob.

An inspection of the manifest of the steamer *Chateau Equem* arrived in New York March 14, 1891, on file in the barge office, and sworn to by the captain, discloses the fact that only eight females were on board on that trip, three of whom were married and accompanied by their husbands, and three were children under 13 years of age. The day I arrived in New York from Europe I learned the above, and did not intend referring to the matter in my report, considering it to be a sample of the wild rumors we sometimes get from Europe.

A few days later I was surprised at reading the story in a prominent New York daily, worded in such a way as to give the public the impression that I originated the story. I have therefore deemed it advisable to place the matter in my report and give my authority for the same.

Fifth. The extent to which and manner in which, if at all, the steamship or other transportation companies, or their agents, inquire into the character or condition of intended emigrants, with a view to rejecting those who come within the classes excluded by the laws of the United States, and generally what checks, if any, are applied in Europe to the emigration to this country of members of the prohibited classes.

On July 22 and 24 I witnessed the embarkation of steerage passengers at Liverpool by two of the leading lines, the White Star and the Guion lines. I could not see that there was any inquiry made into the character or condition of the intended emigrants with a view to excluding those prohibited by law from landing in the United States. The medical inspection was only in regard to contagious diseases, and intended to apply to the safety of the steamship only. At a conference

of the commissioners with the owners and agents of the steamship lines, held in the office of the White Star line on July 23, the statement was made by one of the steamship agents that on account of the English laws they were precluded from inquiring too closely into the character of the emigrants for fear of action for slander. At that conference the lines represented agreed to be more careful in the future. All the ticket agents to whom I spoke on this subject frankly admitted that it was not to their interest to inquire too closely into the character or pecuniary condition of the intending emigrant; that to them he simply represented so many shillings as commission.

The steamship *California* was billed to sail for Naples on September 29, or thereabouts. In company with Commissioner Schulties, I observed the movements of the officials for some three days before she sailed. Through courtesy of Mr. James Ord, son of Gen. Ord, U. S. Army, who was to sail on that steamer, we were enabled to get on board, and to his guests we were accorded privileges we would not otherwise have been permitted to enjoy. The authorities of the steamship, not knowing who we were and what our mission was, took no exception to our mingling with the passengers before inspection began. When the inspection began we took seats on the poop deck where we could observe all that transpired. We noticed that the inspection was conducted by a couple of police officers and four or five steamship ticket agents; that the officers of the ship did not appear to take any interest whatever in the inspection, and that there was no medical inspection or examination attempted. The one object of the police officers appeared to be to detect all who might be able to perform military duty, while the solicitor of the steamship ticket agents went no farther than the securing of their fees. About an hour and a half after the inspection began, Special Commissioner Cross, Mr. Twells, the United States consul, and Mr. Holmes, agent for the Anchor line, came on board. As soon as they appeared, a table was spread and a young man commenced to vaccinate the passengers. We were not able to determine whether he was a physician or not. This was the only attempt at a medical examination that we saw on board that steamship.

During the course of the inspection one of the police officers objected to two passengers, one of whom he said had been in jail thirteen out of the last fifteen years. The officers said "that they are not the men mentioned in the passport or that they had false passports," but they were let go on account of the persuasion of one of the ticket agents. Mr. Cimmino, who said "he would be responsible for all damages they were sent back." As a result of our investigation of the steamship *California*, we have come to the conclusion that the steamship companies, particularly the Anchor Line, do not make any medical inspection, trusting to the chance of the men getting through the barge office in New York without being detected.

Commissioner Cross afterwards informed me that on the day before he had made an arrangement with Consul Twells and Steamship Agent Holm to meet at Mr. Holm's office at 11 o'clock a. m. on the 29th for the purpose of going on board the steamship *California* to witness the embarkation of the steerage passengers and to take note of the manner of conducting the inspection of the same. He stated that he was there at the appointed time, but that Mr. Holm was absent and had left word that 2 o'clock in the afternoon would be a more suitable time to go aboard the steamer.

The United States consul at Palermo, Mr. Pugh, informed us on October 5 that he had issued to the owners and agents of steamships

companies and to the chief of police of Palermo a list of questions similar to those to which we were endeavoring to obtain answers. The questions were sent out during the month of May, and up to that time he had received no answers to them. He informed us that it would be impossible to secure this information through such channels, that even the best citizens would not give, and that they would deceive us if we applied to them. He also stated that the Mafia society had extended its ramifications everywhere throughout the island, and that through its influence the lips of those who could give information were practically sealed. He furthermore stated that his vice-consul or chief clerk was either the son or nephew of one of the owners of the Florio-Rubbattino steamship line. This steamship line contributed largely to the revenues of the Italian Government. The commander of the *Crown of Italy*, Giuseppe Orlando, is the general agent for the line. With the agent of an Italian steamship company, for he is practically an agent, in the position of vice-consul to the United States, it need not be wondered at that no answers were received to the inquiries sent out by Mr. Pugh. I was convinced while in Mr. Pugh's office that the vice-consul, his chief clerk, could have given accurate answers to his queries had he been so disposed.

Sixth. The extent to which such a preliminary inquiry by transportation companies, or their agents in Europe, can be made effective by voluntary coöperation of the companies and the best method of carrying it out. In this connection it is suggested that you confer as far as convenient with owners and agents of steamship lines at the principal ports of Europe.

While the voluntary coöperation of the steamship companies in investigating the characters of intending emigrants is among the possibilities, there is no probability of its ever becoming operative. The aim of every steamship company is to make money; the money is made in carrying passengers; the more passengers the more money, and it is not at all likely that any of the companies now engaged, or that may hereafter engage in the carrying trade, will voluntarily coöperate with our Government in stemming the undesirable stream of immigration that has been swollen in no small degree by the efforts of these very steamship companies. Were these steamship companies owned by Americans the element of patriotism might be appealed to, but even then such coöperation as might be secured would have to be enforced by the most rigid rules and laws.

With somewhere in the neighborhood of four thousand agents, sub-agents, and runners, scouring the south of Italy, for we get but few from the north, each one anxious to make a commission on the human freight he can land on the deck of the vessel, it is not likely that the steamship companies, by whom the agents were appointed, will voluntarily consent to reduce their profits. On returning to the United States I made it my business to trace the prepaid passage business and have discovered that all through the anthracite coal fields the tickets of these steamship companies are for sale in coal offices, retail stores, and corner groceries. This could not be done without the knowledge and consent of the steamship companies; were it otherwise the tickets thus sold would not be honored when presented by the emigrant. The fact that numerous discharged prisoners' aid societies exist throughout Great Britain and that they send large numbers of discharged prisoners to this country is well known to the agents of the steamship companies. When it is known that an emigrant is not in possession of any money, that his ticket has been purchased for him, that confidence

can not be reposed in him sufficient to intrust him with a small amount of money instead of a money order, it should be evidence enough to prove to the satisfaction of the steamship company that such a person would not make a very desirable applicant for the honors of American citizenship, and to assert that such persons are carried without the knowledge of the steamship companies is to assert that they do not understand their business.

While in Liverpool I visited an emigrant boarding house, and found two families representing eleven persons with a capital of but \$2.40 between them. These poor people were to sail on one of the Allan Line steamships for Quebec, where they would be permitted to land without question. It may have been that fear of a return of these passengers from the United States prevented the sending of them to New York. If the steamship companies will consent to voluntary coöperation in preventing undesirable emigrants from taking passage for this country, it will not prevent them from sending them to Canada, from which country they can readily gain admittance to the United States.

Seventh. Whether it would be practicable to adopt and apply an effective system of examinations of intending emigrants by American consuls in foreign countries, or officers under their direction, together with the probable costs of maintaining such a system if adopted.

The time allowed the Commission of Immigration was so limited that such an inspection of methods as would be satisfactory could not be made. In order to arrive at correct conclusions it would be necessary to spend weeks where days only were allowed, and as a consequence opinions ventured can not be based on the result of a very intimate acquaintance with the subject. As a result of my findings I would not recommend that the examination of intended emigrants be made either by United States consuls or under those directly responsible to them. The immigration inspection of the United States Government should be under the one head; those engaged in it should be in direct communication with each other; they should not be subject to the delays and consequent annoyances and vexations sure to follow attempts to control the same thing through different agencies. The inspection of those seeking admission to the United States, whether made at United States ports or in foreign countries, should be under the same management and guided by the same authority. The Argentine and Brazilian governments are desirous of directing emigrants to their shores and have agents in such countries as send emigrants to the Argentine Republic and to Brazil. While both of these countries are anxious to further immigration, they are not willing to accept all who knock for admission, and the most rigid scrutiny is exercised by their agents abroad.

In Italy and France a record is kept of every person born or resident in either country. The date of birth, name of parents, place of birth, character, and such other matter or thing as may affect the standing of the native are recorded in the municipality, and unless the intending emigrant can produce a certificate, showing that he has never been convicted of a crime; that he is of good character, and that he is of sound health, he will not be permitted to embark. When the emigrant sails for either the Argentine Republic or Brazil, he carries with him the certificate of the agent of the country to which he emigrates. Without such certificate he will not be permitted to land and the steamship companies, knowing the regulations and laws of these countries, will not accept as a passenger anyone who does not produce the certificate above referred to. Such a system as that would be preferable to one

which would be under the direction of the United States consuls, and those who would be intrusted with so important a mission should be held responsible for the character of those whom they would recommend as worthy of admission to the United States. With the exception of the consul himself, the consulate in each country I visited is generally managed by those who are natives or citizens of these countries. The inner workings of the consulate must be known to the governments of these countries and steamship agents and ticket-sellers would always be in position to know of everything done in the consulate. Mr. James Fletcher, United States consul at Genoa, Italy, in response to an inquiry as to whether it would be practicable to conduct examination of intending emigrants under direction of the consul or by special agents appointed by our Government, expressed himself in favor of the latter plan, "because they would be individually responsible to the Government and could not cast blame on the easy-going ways, or the rigidity of the consuls, whichever the case might be."

The probable cost of such a system of examination would have to be determined by the number of agents and the compensation allowed them. All the work should be done by citizens of the United States, and only where necessity compelled it should either a native or resident of a foreign country be employed in any country sending emigrants to the United States. Make each agent so appointed directly responsible to his superior officer in this country, pay him a fixed salary, and oblige him to issue a certificate with each emigrant embarking, said certificate to be based on the record of the person named on its face. In addition to the certificate issued to the emigrant, he should be required to answer all questions now propounded at the Barge Office in New York; the agent would then have a record of these questions, and could mail a duplicate to the inspection officers in New York, or to the officials of the port to which the vessel would sail. These methods, if adopted, would do away with the prompter, who invariably takes passage with every large batch of emigrants from a foreign port for the purpose of instructing them how to answer questions on landing and to escape detection. The officers at the port of entry, having a duplicate of the answers made by the emigrants before sailing, would immediately know whether instructions had been given them on shipboard when the same questions would be put to them in the Barge Office or elsewhere. By this means the double examination would insure caution and a rigid examination of emigrants before embarking.

These agents would not be required at every foreign port; it would only be necessary to assign them to such ports as ship emigrants to this country.

If such a thing as the establishment of a system of inspection on the Canadian border can be successfully accomplished it should be done at once, for there is no doubt but that large numbers who land at Canadian ports find their way into the United States in a very short time.

VIII. Whether there is any considerable emigration from European countries of adult males unaccompanied by families with the purpose of returning to Europe after a limited period, and whether there is any considerable return movement of Europeans who have once settled in the United States; with the causes, if such movements exist.

In reference to this question, James Tibbets, steamship agent, 33 A. Kensington street, Liverpool, said he knew of a great many artisans who went to the United States in the early spring of each year to work and who return regularly in the fall. He said that he knew of one lot of masons and bricklayers, about fifty, who went to Boston last spring with the intention of working all summer and returning in the fall;

that he booked a great many men to Boston, Brooklyn, and Cleveland, and that when he booked them he knew that it was their intention to return at the end of the summer's work. The cause which he assigned for this condition of affairs was that in the United States high wages prevail, while the low rates of passage across the Atlantic rendered it possible for the men to go to the United States and return, pay their passage both ways, and still earn more money than they could by remaining at home. At Glasgow, Scotland, from information received from the various shipping offices, I found that about four-fifths of the emigrants who leave that country in the spring return again in the fall. This statement was also made by the agents to Mr. William Gibson, United States vice and deputy consul, and will be found in a letter which he addressed to me on the 29th of August, 1891.

From inquiries directed to the Board of Trade office in London and from figures furnished me by clerks in said office, I am able to give the total number of passengers landed in the United Kingdom from the United States for the nine years—1881 to 1889—inclusive. The number is 722,461, and of these 370,697 were British and Irish who returned to their native lands. In France, at Marseilles, the American vice and deputy consul said that he noticed a returned movement of Armenians and Turkish Jews who had been to the United States and been naturalized citizens of the same. He could give no explanation of the return movement. He also knew a number of Germans who did the same thing, but said that the Germans remained in France and engaged in business there. Presumably residence in the United States was gained for the purpose of learning the American methods of doing business. The movement was, however, of very small proportions.

Commissioner Cross states in his report that the owners and agents of the steamship companies with whom he conferred on the subject of consular inspection of intending emigrants opposed it, because they said "it would seriously interfere with their business," which means that inspection in Europe will restrict emigration. Some of the consuls in their replies to the circular letter of the commissioners, of July 21, 1891, also say that such inspection will restrict emigration. I believe that all of the commissioners agreed on this one point, that is, that inspection of intending emigrants in Europe will restrict, but some of them believe that it will be the desirable emigrant that will be restricted; that is, the young men liable to military duty in his own country.

My observations of the effects of unrestricted emigration in Pennsylvania convinced me that some other standard of fitness than youth and strength should be adopted. If the intending emigrant has not the means wherewith to carry him beyond the already congested labor market, or whose intention in coming here is to compete with the American workmen in the mines and factories, and by the closest economy and meanest way of living, saving in a few years a couple of hundred dollars and then returning to his own country, he is not a desirable acquisition, and some plan should be adopted which would prevent this being done, and save the American workmen from competition with this class.

That this kind of competition is ruinous to the workmen and a menace to the community is plain to the most casual observer. Go to the coal fields of Pennsylvania and see the towns and villages which, before the advent of this foreign horde, were inhabited with American or English speaking people, the object of the husband and father being to earn sufficient to provide a home for his wife and family, to educate his children, and teach them to love and revere the American institution

To-day all this is changed; the American citizen is gone and the home of the family is the shelter of from ten to twenty men with one or two women to cook and wait upon them. Go to any of the individual mines, notice the methods of the owners and you will quickly learn why this class is preferred to the intelligent American workmen. You will be told that the price per ton has not been reduced in years and that the cry of cheap labor is false.

While it is true the price per ton has not been reduced, the pounds per ton have been increased, and the miner must now give 2,800 pounds for a ton, and in addition often submit to a dockage of 500 or 1,000 pounds as a penalty for putting into the car a few shovels of culm or slate. Notice the fact that he must buy his mining supplies from the company he works for and pay \$3 for a keg of powder which costs the company \$1.25, pay from 18 to 25 cents for a gallon of oil which costs the company from 8 to 10 cents, and that all other supplies are charged to him in the same proportion of profit, and you will quickly realize that the company have an easy way of reducing wages.

Then note that at all the individual mines a company store is run, in violation of the laws of the State, at which all men who work for the company must buy their goods. Procure one of the workmen's pass books and compare the prices charged thereon with prices of same article in independent stores and you will find another means of reducing wages. Also notice that the manager or chief clerk of the store is the agent of several steamship lines, thereby providing a ready means of keeping a surplus of cheap labor on hand by selling steamship tickets to the workmen to send to friends in Europe, upon which they pay so much per month, as may be agreed upon between them. As soon as the immigrant arrives he is given work by the company, even though English-speaking workmen have to remain idle, the immigrant in many cases paying a much greater sum for the ticket than the man who sent it to him originally paid. That there is some division of the difference between the original price of the ticket and the amount paid by the poor, ignorant immigrant is evident.

The violation of another law of Pennsylvania (that is the semi-monthly pay law) protects the manager or clerk who sells the tickets from loss, because the workmen always have from seventeen to nineteen days' wages earned before they get paid for what they earned in the preceding month. Because the American workmen have opposed the methods I have described and agitated for reforms in the laws, and for the enforcement of already-existing laws, he is being gradually driven from the coal fields; and, unless some restriction is placed upon emigration, it will not be long until the few who remain will have to come down to the standard of the Slovaks, or, to put it in the words of an American gentleman I met in Italy, who is well informed on the subject of emigration and foresees the effect which a continuation of it will have on the American workman:

If emigration is not restricted, the American workman will have to come down, from his extravagant standard, and be content with one room for himself, wife, and children, in which to live, eat, and sleep, and, perhaps, with Jack in the Corner.

The above is a correct report of my findings, all of which is respectfully submitted, and transmitted through the chairman of the commission (Hon. J. B. Weber).

Very respectfully,

JOSEPH POWDERLY,
Member of Commission.

Hon. CHARLES FOSTER,
Secretary of the Interior.

REPORT OF COMMISSIONER H. J. SCHULTEIS.

JANUARY 19, 1892.

SIR: In accordance with your appointment of June 17, 1891, and printed instructions dated June 18, 1891, I have the honor to respectfully submit the following report in reference to the causes which operate, in the several countries of Europe, to incite emigration to this country.

These causes chiefly appear to be:

(1) The efforts of emigration aid societies, supplemented by associations, public and private, for aiding criminals and paupers to emigrate.

(2) The increased facilities, speed, and profits of alien steamship and transportation companies, who through their numerous agents advertise the marvelous beauty of this country, the high rate of wages that range here for labor, and the alleged quantities of land that can be had gratis from the Government, and thus make an impression on persons who do not own and can not, in reason, expect to secure the homes in which they live.

(3) The contract-labor importers, who induce emigration for the sake of cheap labor.

These causes will operate to increase emigration in the future in proportion as economic conditions grow worse on the other side. The centralization of land and money in the hands of a nonproducing aristocracy will gradually force whole populations to emigrate; and countries more favorably situated are now taking steps to protect themselves against pauper invasion. The alarm of the English people at the influx of foreigners has been increased by the protective measures of Australia and the United States until Parliament has instituted thorough investigations into the congested districts, which have resulted in revelations of facts well calculated to startle those who have given attention to the subject on either side of the water. I herewith transmit a report of select committee of House of Commons concerning emigration and immigration (foreigners), 1888.

On arrival at Liverpool Commissioner Powderly and I addressed ourselves to the investigation of the sources which induce immigration to the United States, and at once discovered that large numbers of homeless children of both sexes, below the age of 16, were being shipped to the United States in charge of a matron, after having been fed at the Northwestern Railway Company's depot, which is attached to the hotel where we registered.

We divided the work between ourselves, Commissioner Powderly investigating Mrs. Rye's Home and other institutions in Liverpool, from which some of these children were sent, and I proceeding to London, whence most of them were said to have emanated. There I found that

it was difficult to get such evidence as would be considered in a court of law, yet there was no doubt in my mind that great numbers of them were being sent directly to the United States, even though the published reports of these institutions always referred to them as being assisted to the colonies, or to Canada; yet, as a large percentage of them are now in the eleemosynary institutions of this country, particularly those along the Canada border, I continued the investigation, and here give some of the extracts from their annual reports:

On page 24 of Dr. Barnardo's report for 1888, the number assisted to the colonies is given as 3,773, of which 489 went to Canada in the year 1888.

On pages 188, 189 of the same report, there are statistics which show 2,400 boys and girls having been sent to Canada, all of whom have been taken from the streets of London.

On page 185 of the same report, the Bishop of London is quoted as saying:

In the last three years the boards of guardians (which in England means poor-houses) have sent out 500 children to Canada; out of which number there are only 26, whom they can now locate.

On page 181, Dr. Barnardo, in speaking on the emigration of London, East-end, poor children, says:

"They are mostly sent to Canada," and that he is "continuously gathering fresh inmates, and except for emigration, would have to say, 'no admission' to new applicants. To secure an open door in front, we must maintain an exit door in the rear."

On pages 133, 134, he speaks of the "quondam" inmates of Sturge House (females), whom he has emigrated in recent years.

I visited a number of Dr. Barnardo's institutions, of which there are forty-one, most of them in London, with branches throughout the United Kingdom, and three in Canada; one called "Hazelbrae," at Peterboro, Ontario; one at 214 Farley avenue, Toronto; and another at Birtle, Shell River, Manitoba.

They are known under all sorts of designations; one at Stepney being called "Free Ragged Day and Sunday School;" one at Salmon's lane called "Salmon's Lane Ragged School;" one at No. 3 Crate street, Lime House E, called "Union Jack Shoeblack Brigade and Home;" another is called "Rescue Home for Young Girls in Danger;" and still another at Hawkhurst, in Kent is called "Babies' Castle."

The first of these homes was started in 1866. They were originally intended as refuges and homes for destitute children; but since 1882, emigration parties have been sent out, on an average three annually, each party consisting of from 100 to 200 boys or girls.

See Twenty-fifth Annual Report of Institutions known as Dr. Barnardo's Homes, page 47, in which he says:

In this way 4,563 emigrants in all have left the London homes and been placed out in our colonies.

On page 48 of the same report he says:

During 1890 only 291 boys and lads were emigrated to Canada, which is a much smaller number than for some years previously.

At one of the homes, which I visited in company with Commissioner Powderly, I spoke to several of the larger boys, who stated that those who were most efficient in work (they being taught to operate machines which produced all sorts of easily made articles for the use of the homes and for sale) were kept there for years; some of them until they became of age, while the ones who were inefficient were transported abroad.

He said that he and a number of others were purposely making themselves troublesome to the officials at the home in order that they might be sent to America, which may in part account for the aforesaid large percentage of alien children in our institutions.*

The testimony of sworn witnesses before the parliamentary committee shows the westward trend of population to the United States. The Hamburg steamers transport the most destitute inhabitants of Russia, Poland, Roumania, Germany, Austria, and Hungary to Hull; whence by rail they are forwarded to Liverpool and booked through to the United States. (See statistics, page 286.)

We next investigated the institutions from which the criminal class emanate to America. On or about August 1 we visited "The Royal Society in aid of Discharged Prisoners," No. 32 Charing Cross, London, which includes the name of the Queen as a patron. I handed in my card as a member of the "American Conference of Charities and Correction," stating that I desired to learn the *modus operandi* of their institution with a view of founding one of a similar character in the United States. Mr. Powderly, who accompanied me, did not present his card.

The secretary in charge, Col. H. B. Buchanan, received us politely, and, after assuring himself of my identity by questions concerning charity organization matters, exhibited his books containing the photographs annexed to the criminal record of each prisoner, male and female, under the jurisdiction of that particular society.

The following is a list of sixty-nine similar societies:

Aberdeen Discharged Prisoners' Aid Society; George Milne, esq., McCombie's court, Aberdeen; office, 50 Union street, Aberdeen.

Bedford Discharged Prisoners' Aid Society; Robert S. Eveleigh, esq., 36 St. Peter's, Bedford.

Berk's Discharged Prisoners' Aid Society; Alexander W. Cobham, esq., Leighton Park, Reading; Rev. M. T. Friend, H. M. Prison, Reading.

Birmingham Discharged Prisoners' Aid Society; Rev. T. W. Peart, H. M. Prison, Birmingham.

Bradford Prisoners' Aid Society; William Guy, esq., and Walter Priestman, esq.; office, 41 Horton Lane, Bradford.

Bristol Discharged Prisoners' Aid Society; D. Macpherson, esq.; office, 26 Trinity street, College Green, Bristol.

Bucks Discharged Prisoners' Aid Society; W. Crouch, esq., Aylesbury.

Cambridge County and Borough of the Isle of Ely Discharged Prisoners' Aid Society; Capt. Philip Going, R. N., Traverston Lodge, West Road, Cambridge.

Carlisle Discharged Prisoners' Aid Society; Rev. James Wilson, H. M. Prison, Carlisle, office of clerk of the peace, Carlisle.

Carmarthen Discharged Prisoners' Aid Society; Morgan Griffiths, esq., Nott square, Carmarthen.

Carnarvon Discharged Prisoners' Aid Society; T. Ll. Murray Browne, esq., 47 West Parade, Rhyl.

Cornwall Discharged Prisoners' Aid Society; R. Foster, esq., Lanwithan, Lostwithiel.

Cheshire Discharged Prisoners' Aid Society; T. Ll. Murray Browne, 47 West Parade, Rhyl.

Derby County and Borough Discharged Prisoners' Aid Society; Captain C. E. Farquharson, H. M. Prison, Derby.

Devon and Exeter Discharged Prisoners' Aid Society; Rev. J. Pitkin, Champain's House, H. M. Prison, Exeter.

Dorset Discharged Prisoners' Aid Society; A. E. Mansell, esq., Grove House, Dorchester.

Dublin Prison-Gate Mission (for females only); office 122 Blackhall Place, Dublin.

Dublin Protestant Discharged Prisoners' Aid Society; Jonathan Goodby, jr., esq., 7 Dame street, Dublin.

Dublin Roman Catholic Discharged Prisoners' Aid Society; Mrs. Browne, 8 Merion Square, North Dublin.

* See extract from speech of Lord Derby on "Child Emigration," reprinted from *Liverpool Courier*, December 30, 1890.—Report of Commissioner Powderly.

- Dundee Discharged Prisoners' Aid Society, the agent, ———.
- Durham Discharged Prisoners' Aid Society; P. S. Wilkinson, esq., Mount Oswald, Durham.
- Edinburgh Discharged Prisoners' Aid Society; J. E. Dovey, esq., C. A., 63 Hanover street, Edinburgh.
- Essex Discharged Female Prisoners' Aid Society; Rev. W. F. Lumley, Chaplain's House, Springfield, Chelmsford.
- Glamorganshire West Discharged Prisoners' Aid Society; James Griffith Hall, esq., Swansea.
- Glamorganshire Discharged Prisoners' Aid Society; C. Waldron, esq., 74 St. Mary street, Cardiff.
- Glasgow Prisoners' Aid Society (see also refugees); Walter Paterson, esq., 82 Vincent street, Glasgow.
- Gloucestershire Discharged Prisoners' Aid Society; Major J. Knox, H. M. Prison, Gloucester.
- Greenock Discharged Prisoners' Aid Society; John Rodger, esq., Clydesdale Bank, Greenock, office 33 Dempster street, Greenock.
- Hampshire Society for the Relief of Destitute Discharged Prisoners; Rev. J. A. Ladbroke, H. M. Prison, Winchester.
- Herefordshire Discharged Prisoners' Aid Society; Rev. J. H. Lambert, and Major C. A. Macgregor, H. M. Prison, Hereford.
- Herts Prisoners' Aid Society; Rev. H. Fowler, Grosvenor Road, St. Albans.
- Kendal Discharged Prisoners' Aid Society; Rev. H. Monsarrat, H. M. Prison, Kendal.
- Kent Discharged Prisoners' Aid Society, the agent, ———.
- Kingston-upon-Hull Discharged Prisoners' Aid Society; Rev. J. Aspinall Addison, H. M. Prison, Kingston-upon-Hull.
- Lancashire, North Discharged Prisoners' Aid Society; Rev. H. Fielding Smith, H. M. Prison, Lancashire, and Rev. W. E. Hey, H. M. Prison, Preston.
- Lancashire, South-West and Wirrall Discharged Prisoners' Aid Society; Rev. D. Morris, H. M. Prison, Walton, Liverpool.
- Leeds Discharged Prisoners' Aid Society; Sydney Lupton, esq., The Harehills, Leeds; John Therton, esq., Justice's Clerk's Office, Town Hall, Leeds.
- Leicestershire and Rutland Discharged Prisoners' Aid Society; W. J. Freer, esq., Stoney Gate, Leicester.
- Liverpool, Kirkdale Discharged Prisoners' Aid Society, London. (See also Surrey and Kent.)
- Sheriff's Fund Society; Rev. G. Plaford, H. M. Prison, Holloway.
- Nine Elms Prison Mission (for females only); Mrs. Meredith, at the mission house, Wadsworth Road, S. W.
- Metropolitan Discharged Prisoners' Aid Society (for males only); Thos. Hedley, esq., 22 Stock Orchard Crescent, Clandonian Road, N.
- Royal Society for the Assistance of Discharged Prisoners; Messrs. W. B. Ranken, F. Chapman, and Major Tillbrook, office 32, Charing Cross, S. W.
- St. Giles' Christian Mission, Mr. W. M. Wheatley, office 28, Brooke street, Holborn, E. C.
- Manchester and Salford Discharged Prisoners' Aid Society, J. L. Aspland, esq., hon. secretary, Manchester; Mr. W. Slade, secretary; office 2, Cooper street, Manchester.
- Newcastle-upon-Tyne Discharged Prisoners' Aid Society, Henry Scholefield, esq., chairman, 11 Windsor Crescent, Newcastle-on-Tyne; J. H. Rutherford, esq., secretary; office 72, Grey street, Newcastle-on-Tyne.
- Norfolk and Norwich Discharged Prisoners' Aid Society; Rev. H. M. Thomson, Norwich Castle.
- Northampton Discharged Prisoners' Aid Society; Mr. E. Howe, H. M. Prison, Northampton. (Also a Prison Gate Mission, under the management of the chaplain.)
- Nottingham Discharged Prisoners' Aid Society; H. J. Manley, Power, esq. Office, John street, Nottingham.
- Oxford Prison Charity; Rev. J. F. Newton, H. M. Prison, Oxford; or Thomas M. Davenport, esq., County Hall, Oxford.
- Paisley Discharged Prisoners' Aid Society; J. H. Dunn, esq., County Place Paisley.
- Plymouth Discharged Prisoners' Aid Society; Mr. Rees Isaacs, H. M. Prison, Plymouth.
- Portsmouth Discharged Prisoners' Aid Society; A. C. Burbidge, esq., St. Thomas street, Portsmouth.
- Preston Discharged Prisoners' Aid Society; Rev. E. E. Hay, H. M. Prison, Preston.
- Shropshire and Montgomeryshire Discharged Prisoners' Aid Society; the Rev. H. G. Wakefield, H. M. Prison, Shrewsbury.
- Somersetshire Discharged Prisoners' Aid Society; E. Chisholm Batten, esq., Thornfaulcon, Taunton, and 16 Pelham Crescent, London, S. W.

Staffordshire, North, Discharged Prisoners' Aid Society; Rev. C. Goldney, H. M. Prison, Stafford.

Staffordshire, South, Discharged Prisoners' Aid Society; Rev. C. Goldney, H. M. Prison, Stafford.

Suffolk Discharged Prisoners' Aid Society; Robert Johnson, esq., Boyton, Woodbridge, Suffolk.

Surrey Discharged Prisoners' Aid Society; Col. J. S. Ross, Woodseat, Rydal, Wimbledon, and Capt. Colvill, H. M. Prison, Wandsworth.

Sussex Discharged Prisoners' Aid Society; Mr. S. Beckett, Fisher street, Lewes, Sussex.

Usk Discharged Prisoners' Aid Society; Rev. David Bowen, Usk, Newport, Mon.

Warwickshire Discharged Prisoners' Aid Society; the secretary, Warwick ———.

Wilts Discharged Prisoners' Aid Society; Rev. A. C. Devas, H. M. Prison, Devizes.

Worcestershire Discharged Prisoners' Aid Society; the Hon. R. H. Lyttelton, Carlisle House, Bransford road, Worcester.

York Castle Discharged Prisoners' Aid Society (for York County, see also Bradford, Kingston-upon-Hull, Leeds, and Homes for Discharged Prisoners); Rev. A. W. Baldwin, York Castle, York.

York, North Riding Discharged Prisoners' Aid Society; A. F. Godman, esq., Smeaton Manor, North Allerton.

York, West Riding Discharged Prisoners' Aid Society; W. L. Horne, Esq., Wakefield.

(In addition to these there are numerous other societies of a similar character, a list of which is printed in a volume herewith transmitted.)

During the conversation with Col. Buchanan, on the subject of charity organization societies, in order to show us how nicely their discharged prisoners get along in this country, he exhibited a letter dated Charlotte, N. C., June 30, 1891, from a discharged assisted prisoner, whose passage over they had paid, and who acknowledged the receipt of a post-office money order sent him to enable him to get a start in this country. He wrote of the difficulty he had in getting the money order cashed, as he could not find anyone to identify him; so he forged the name of a merchant, taken from a shop sign on a blank of identification, and succeeded in getting the money. The secretary was amused by the sharp practice of his protégé, and told the story as an evidence of their success as a charitable (?) institution. I handed the letter to Mr. Powderly, who also read it, and obtained their printed annual reports, the existence of which documents was afterwards denied to my colleague, Commissioner Cross, who applied for the same.

(See Thirty-fourth Annual Report of the Royal Society for the Assistance of Discharged Prisoners, 32 Charing Cross, 1891.)

A certificate of the Auditor of the Treasury for the Post-Office Department filed herewith shows the same Col. H. B. Buchanan, Secretary of the aforesaid Prisoners' Aid Society, as a remitter of seven such post-office money orders, from the 26th of March to the 11th of June, 1891, inclusive. Should this proportion hold good for similar societies it will be seen that the number of criminals assisted to migrate annually to the United States is so considerable as to account for the fact that in 1870, in New England alone, out of 20 per cent of population who are aliens or of foreign extraction, they furnished 75 per cent of the criminals. If crime is hereditary "what will the harvest be?"

Among these seven persons certified by the Auditor, we find one whose international post-office money order was numbered 28232, original number 17125, dated June 11, 1891, issued at Charing Cross, London, paid in New York June 25, 1891, who was identified by one John Morris, 11 West street, New York, steamship ticket agent and keeper of an emigrant boarding house, etc., who was recently referred to in the public press as the landlord of the late dynamiter who attempted the life of Mr. Russell Sage in New York.

The approximate income of 1,027 eleemosynary institutions in Great Britain is £5,063,137, as given on page 22 of the Classified Directory of Metropolitan Charities, 1890, which amount averages over \$1 for every acre of idle land in Great Britain.

The Twenty-second Annual Report of the Council of the Society for Organizing Charitable Relief and Repressing Mendicacy, London, 1891, speaks of persons assisted to emigrate to the United States and Canada. On page 35 the number of assisted emigrants is given as 76; on page 36, report for the year 1877, shows 466 persons assisted to emigrate; in 1888, 458 persons; in 1889, 242 persons; and in 1890, 138 persons. The subscription list, shown on page 89, reports £815 15s. (about \$4,000).

Exhibit 9, herewith transmitted, will show two affidavits of persons who were detained at the barge office, New York city, who admitted having been inmates of a poorhouse in England, and whose tickets were prepaid by one of the societies, through a Mr. Hetherington, who has an emigration office on the Strand, London, and is connected with a railway company, and who publishes a newspaper in which he advertises for help at home and abroad. I visited Mr. Hetherington at his office in the railway station, and was informed that he had nothing to say relative to matters pertaining to transportation of emigrants; that the company never gave information to outsiders on any subject. I questioned some of the employés about the railroad station, who admitted that Mr. Hetherington frequently sent contract laborers to one O'Dell, whose office was 117 West Forty-seventh street, New York city; but I could learn nothing definite as to names or dates.

On July 23, disguised as a destitute alien pauper, I repaired to No. 15 Arlington Place, London, and found W. H. Wilkins, secretary of the Association for the Prevention of Immigration to England of Destitute Aliens, who, after listening to my story of destitution gave me two letters, one to the Emigrants' Information Office, No. 31 Broadway, Westminster, and the other to the Society for the Relief of Foreigners in Distress, stating that his association only kept paupers from landing in England, the others assisting them to leave the country.

The original letters are marked Exhibits 7 and 8.

I adopted a disguise because it was plain to me that, in my proper character as a commissioner sent over to investigate, I could not hope to arrive at the carefully covered-up truth, and that if I was to get at the bottom of the matter I must dive underneath the surface.

I may instance the sham inspections of the steamship companies at Liverpool, when they are not aware of the presence of a commissioner, and the careful inspection they held when a commissioner was there *in propria persona*; and the fact that when we sought information or even printed reports, as commissioners, they were refused directly, or the existence of such reports was denied, though we afterwards succeeded in procuring them, and in some cases the information sought was flatly refused. (See reports of Commissioners Cross and Powderly.) While *incognito* I found that no medical inspection whatever was held, notably at such ports as Bremen, Hamburg, Amsterdam, Rotterdam, Antwerp, Liverpool, Queenstown, Palermo, Naples, and Havre. There may have been physicians around, but the only inspection had, when the emigrants embarked, was that of their passage tickets, in order that none might board without tickets, as stowaways, except that in Germany and Italy passports for natives are required and examined.

The steamship companies and port officials always contrived to present to the commissioners, as such, a superficial examination well calculated to deceive, and by inspecting their acts, in a guise unknown to them, a different condition of affairs invariably revealed itself.

I have not yet completed the special report on my return steerage voyage, which will show that one of the societies, viz, "The Society of Friends of Foreigners in Distress," of which the Prince of Wales is president, assisted me, disguised as a destitute alien, to leave England, under the assumed name of William Scott, on the steamer *Servia*, of the Cunard Line, November 6, 1891.

The following is a paragraph from a printed circular of the above-mentioned Society of Friends of Foreigners in Distress, which I give in order to show some of its objects and the amount of relief they have given in the past:

2. *Casual relief and passages.*—The directors meet every Wednesday to investigate cases and relieve applicants asking temporary or casual assistance, and to grant the means of returning to their native countries to foreigners who, from ill health or other circumstances, can not remain in London, and are unable to pay their own passage. The scale of relief varies from £5 to a few shillings, and every case assisted is considered entirely on its own merits after proper investigation. In this way relief has been given in 187,542 instances.

I noticed, from an interview had by one of the London papers with the secretary of the said institution, he admitted that I was one of the only two who had ever returned them money advanced for passage, and that they had in late years expended £40,000 in this manner. (See New York Herald, London, November 22, 1891.) Their office is at 20 New Broad street, E. C., London, and their secretary H. J. Boys.

I will now dispose of what pertained to my experience with Mr. Wilkins, secretary of Association for the Prevention of Immigration of Destitute Aliens, who offered to provide me with a job as a "sandwich" until the steamer on which I was to be assisted to the United States, by one of the other societies, should set sail. I may say that a "sandwich" is a person placarded before and behind as a walking sign board on the streets of London. I promised to take his kind offer into consideration and retired.

A day after, I attended a public meeting at Princess Hall, Piccadilly, Friday, July 24, at 8 o'clock p. m., under the auspices of the Society for the Prevention of Immigration of Destitute Aliens. By mistake I entered the speaker's door, which is next door to the entrance of the hall, where I was met by the identical Mr. Secretary Wilkins, who, not recognizing his intended "sandwich," as I had doffed my disguise, escorted me politely to the proper entrance, and procured for me a seat well to the front, where I could not only hear distinctly, but could plainly see the facial expressions of the speakers, all of whom protested vehemently against the dumping upon English soil of alien paupers, especially those who came from Russia, Hungary, and Poland.

I take the liberty of referring to the circulars advertising this meeting, and the London papers of that date reporting the speeches; also a certain pamphlet descriptive of a former meeting,* and to dwell a little on its contents.

The pamphlet sets forth—

The movement from Eastern Europe to Western Europe, and from thence to Great Britain and America. * * * These emigrants are of all nationalities; some use England only as a resting place on their way to America. * * * Labor is displaced. * * * Englishmen are robbed of their work, and if they are not pauperized, or worse, they are driven out of their homes to seek their fortunes in a distant land. (See pamphlet herewith, pp. 6 to 8.)

The pamphlet proceeds to describe the infectious diseases, filth, and immorality of the incomers, who—

Work for any wages, and for any number of hours, amid surroundings disgusting and unhealthy in the extreme. * * * Most of them are driven on the rates, or out of the country altogether. * * * Charity should begin at home, and when we find the home life of our people being lowered, and their moral and physical welfare degraded by this hitherto unlimited influx of destitute aliens, I submit that a *prima facie* case is made out in favor of legislative interference. *Salus populi suprema est lex.*

The same association held a conference at Westminster Palace, London, April 1, 1891, the Earl of Dunraven, K. P., in the chair. The

* I showed these circulars to my colleagues, Col. Weber and Dr. Kempster, and asked them to attend the meeting, but each had a prior engagement, the former to dine with an officer of the Jewish Board of Guardians, and the latter with a medical gentleman who had been in the employ of several transatlantic steamship lines. (See circulars, Appendix, page 321.)

speaker took ground against the influx of destitute aliens as subversive of the working classes, and showed that the survival of the fittest ought not to mean that of the "human being" who is able to subsist on the least food, who can live in an atmosphere which would poison a person more highly developed, and who can live on food and under circumstances in which others are unable to live at all.

"I don't see," said the speaker, "how any human being is benefited by the fact that our ports are open to any kind of labor which chooses to come in, except the employers of that labor; the men who employ these white slaves making a benefit of them no doubt. Neither does it signify much whether they all remain in this country, or only come here and after a time pass on to America. So be not influenced by what we are often told, that after all, although there is a considerable number of destitute aliens who come to this country (meaning England), probably the bulk of them don't remain here, but pass on to other lands. I won't discuss the question whether they do or not, as it makes very little difference. There is a great method whereby the over-competition in the labor market can be relieved, and that is by emigration."

He concludes with the reflection that "the fate of the nation may depend on the votes of not millions, but thousands, or even hundreds of these men."

The speaker ably presented the Anglican side of this great question, and shows that even a temporary roosting of such birds of passage in England damages wages, demoralizes the people, and spreads infectious diseases; and that their permanent abode in this Republic will in time destroy the verdict of a well-meaning majority, as well as the dignity and earnings of labor.

While in the various countries described in the report already referred to (Exhibit 3) as contributing the most destitute and degraded element to the population of my own native land, I mingled with the emigrants, in order to trace to their sources the turbid stream, preliminary to investigating the channel which flows in its final leap across the Atlantic. My investigations in London revealed abysses too profound to be mentioned or described, out of which the scum floats of the docks and overflows to the United States, and which is the element referred to in the pamphlet just quoted, as polluting the atmosphere of England, no matter whether it "ultimately emigrated or not."

There are various societies for assisting pauper emigrants; but the most colossal is the Jewish Colonization Association, otherwise known as the Baron Hirsch emigration scheme, which includes a paid up capital of about \$10,000,000, which is divided into 20,000 shares of \$500 each, of which Baron Hirsch represents 19,990; the others being equally divided among as many prominent Hebrews, namely: Lord Rothschild, president of the United Synagogue, No. 148 Piccadilly, London, 1 share; Sir Julian Goldsmid, Bart., M. P., No. 105 Piccadilly, London, president of the Anglo-Jewish Association, and chairman of the Russo-Jewish committee, 1 share; S. H. Goldschmidt, president de l'Alliance Israélite Universelle, No. 6 Rond Point de Champs Elysees, Paris, 1 share; Benjamin Louis Cohen, esq., president of the Jewish board of guardians, and member of the Russo-Jewish emigration committee, No. 3 Hyde Park Gardens, London, W., 1 share; F. D. Mocatta, esq., No. Connaught Place, W., London, 1 share; Salomon Reinach, Attaché de Musées, No. 31 Rue de Berlin, Paris, 1 share; Ernest Joseph Cassé

No. 48 Grosvenor Square, London, 1 share; and several other prominent emigration philanthropists.

This society enables the Baron de Hirsch to organize all associations of Jews everywhere into a vast reservoir of effluent population, most, if not all, of which is to overflow into the United States. The society is incorporated under license of the board of trade under the "companies' acts," 1862 to 1890, and not by act of Parliament or Royal Charter, nor is it embodied in a trust deed. It is a limited liability company without the addition of the word "limited" to its name; this omission being allowed presumably because the iniquity is to be practiced upon other countries, but principally the United States, whose protective laws omit to tax out of competition here the worst kind of importation which can be sent, namely, surplus population. The date of the order of the board of trade is September 10, 1891, signed by R. Giffin, assistant secretary of the board of trade. The stamp duty paid on the capital being 2,000 pounds.

The memorandum of association is as follows:

MEMORANDUM OF ASSOCIATION.

1. The name of the company is the "Jewish Colonization Association."

2. The registered office of the company will be situate in England.

3. The objects for which the company is established are:

(a) To assist and promote the emigration of Jews from any parts of Europe or Asia, and principally from countries in which they may for the time being be subjected to any special taxes or political or other disabilities, to any other parts of the world, and to form and establish colonies in various parts of North and South America and other countries for agricultural, commercial, and other purposes.

(b) To purchase and acquire by donation or otherwise, from any Governments, States, municipal, or local authorities, corporations, firms, or persons, any territories, land or other property, or interests in, or rights over, territories, lands, or other property, in any parts of the world, and all concessions, powers, and privileges which may be necessary or convenient for developing the resources of the same and rendering the same available for purposes of colonization.

(c) To accept gifts, donations, and bequests of money and other property on the terms of the same being applied for all or some one or more of the purposes of the company, or on such other terms as may be consistent with the objects of the company.

(d) To establish commercial, agricultural, and other settlements in any territories or lands so acquired, except Europe, or in which the company are interested, and to develop the same by clearing, draining, fencing, planting, and otherwise.

(e) To construct, establish, maintain, and develop or assist by pecuniary aid or otherwise in the construction establishment, maintenance, and development of all such roads, ways, tramways, railways, bridges, harbors, reservoirs, water courses, wharves, embankments, fortifications, telegraphs, telephones, mills, factories, stores, synagogues and other places of worship, baths, wash houses, places of recreation, and other works of a public or private character, which may be considered conducive to the material or moral welfare of the colonies or settlements from time to time established or projected.

(f) To establish and subsidize any institutions, clubs, and associations for the benefit of the colonists, and to provide for their religious, sanitary, and educational needs, and to grant money for all or any of these purposes.

(g) To obtain any acts of Parliament, decrees, charters, and orders of any government or state, or municipal or local authority, for the purpose of strengthening or extending the company's powers, and to procure the company to be registered or incorporated in any foreign country or colony by its own or other suitable name for the purpose of facilitating any of the operations of the company, and to make any arrangements with and give any guaranties to any such governments, states or authorities as may be considered expedient for promoting the objects of the company.

(h) To buy, sell, export, and deal in all goods and merchandise of every description, and to carry on every kind of business which may be useful or conducive to the furtherance of the said emigration and colonial establishments.

(i) To promote, form, or assist in forming in any parts of the world subsidiary

companies or associations for carrying out the objects of the company, and to transfer any parts of the company's property to any such companies or associations upon any trusts and for any purposes or considerations consistent with the general scope of the company's operations.

(j) To acquire and hold in or transfer into the names of any person or persons, or corporate bodies, all or any of the lands and property which may be acquired or held in the company.

(k) To establish emigration agencies in various parts of Europe, Asia, and other parts of the world, and to construct, hire, charter, and equip steamships and other vessels for the transport of the colonists, and to provide all necessities for the purpose of facilitating their emigration.

(l) To make or procure grants of land, concessions of mining and other rights, or other privileges to the colonists on such terms and conditions as may from time to time be prescribed by the regulations of the company, and to assist them by supplying tools and materials, seeds, live and dead stock, and other things required to enable them to commence agricultural or other operations, and to make them pecuniary advances for building, farming, and other purposes.

(m) To purchase, take on lease, hire, or acquire any real or personal property rights, or privileges.

(n) To invest and deal with the moneys of the company not immediately required for expenditure or the operations of the company in any of the public stocks or public securities of the English, French, Belgian, Dutch, and German governments, or of the governments of the United States of America, or some or one of them.

(o) To carry on any lawful commerce, trade, pursuit, or business, and all industrial or other operations which may be calculated to facilitate the main objects of the company.

(p) To receive moneys from emigrants, and apply the same on their behalf, and generally to carry on any kind of emigration agency business.

(q) To make, accept, indorse, and execute promissory notes, bills of exchange, and other negotiable securities.

(r) To sell, let, or transfer, or grant rights in or over all or any of the property of the company, or any interest therein, on any terms and for any consideration.

(s) To do all such other lawful things as are incidental or conducive to the attainment of the aforesaid objects or any of them: *Provided*, That the company shall observe the provisions of the twenty-first section of the company's act of 1862, when applicable, and that in case the company shall accept any gift, or such special trusts as to be subject to the jurisdiction of the charity commissioners, vest the same in special trustees thereof.

4. The liability of the members is limited.

5. The nominal capital of the company is £2,000,000, divided into 20,000 shares of £100 each.

6. The income and property of the company, whencesoever derived, shall be applied solely towards the promotion of the objects of the company as set forth in the memorandum of association, and no portion thereof shall be paid or transferred directly or indirectly by way of dividend, bonus, or otherwise howsoever by way of profit to the members of the company or any of them: *Provided*, That nothing herein shall prevent the payment in good faith of remuneration to any directors, manager, officers, or servants of the company, or to any member of the company, or other person, in return for any services actually rendered to the company.

7. If upon the winding up or dissolution of the company there remains, after the satisfaction of all its debts and liabilities, any property whatsoever, the same shall not be paid to or distributed among the members of the company, but shall be applied as provided by article 50 of the accompanying articles, and, so far as such application shall be impracticable, be transferred to some other Jewish institution or institutions having objects similar to the objects of the company, such institution or institutions to be selected by the members of the company or in default thereof by such judge of the high court of justice as may have, by virtue of any proceeding for dissolution, or any special application by the company or any of the members, jurisdiction in the matter.

8. True accounts shall be kept of the sums of money received and expended by the company, and the matter in respect of which such receipt and expenditure take place, and of the property, credits, and liabilities of the company, and subject to any reasonable restrictions as to the time and manner of inspecting the same that may be imposed in accordance with the regulations of the company for the time being, shall be open to the inspection of the members. Once at least in every year the accounts of the company shall be examined and the correctness of the balance sheet ascertained by one or more properly qualified auditor or auditors.

9. During the first five years after the formation of the company the majority of the holders of shares may revoke, add to, and alter any (including article 50) of the articles of association, and substitute other articles in such way as they may deem advisable, so that they are consistent with class 6 of this memorandum and the objects stated in this memorandum, but after the expiration of such five years none of the then existing articles shall (except so far as the last general meeting of the company to be held prior to the expiration of the said period shall by resolution passed by the holders of not less than three-fourths of the shares of the company then issued otherwise determine) be revoked or altered, nor any additions made to them, without the written consent of all the holders of shares of the company for the time being not disqualified by any legal incapacity for giving such consent.

ARTICLES OF ASSOCIATION.

The articles of association provide among other things that not more than half the capital of the association is to be employed in the purchase of land, that the governing body will consist of a council of administration composed of not more than six, and not less than three persons, who are elected for a period of five years, and who, in their turn, will elect directors not to exceed three in number. These directors will be the paid officials of the association and do all the executive work. The machinery provided by the articles enables representative Jewish institutions to become members of the association and thereby to have a certain voice in its management. Under no circumstances will any of the shareholders derive any profit from the undertaking, as even should the association be dissolved its property will be distributed for the benefit of the Jews residing out of Europe and in need of pecuniary aid.

The following is the full text of all the articles containing the above-mentioned provisions:

4. Not more than one-half of the capital of the company, and of any sums received by the company by way of gift or bequest, shall be applied in the purchase of lands or the purpose of construction of buildings or works upon or the development of the lands to be acquired by the company, and the rest shall, so far as may from time to time be necessary, be applied in or towards paying the expenses of transport and otherwise assisting the emigrants and for the other purposes of the company.

15. The company shall not recognize more than one person as the holder of a share warrant, but they may nevertheless issue share warrants to any person or persons, whether a member or members of the company or not, on behalf of or as trustee or trustees for any public or private association or society of persons, whether incorporated or not, and whether resident or constituted in the United Kingdom or elsewhere.

25. The affairs and business of the company shall be under the general control of a council of administration, to consist of not more than six or less than three persons, none of whom are required to be members of the company, and who shall (subject to the following article) be elected by the company in general meeting and shall hold office for five years. At the expiration of each period of five years a fresh council shall (subject as aforesaid) be elected, but any member of the old council shall be eligible for reelection.

26. Any member or members holding at least one-sixth of the whole number of shares of the company may nominate himself or one of themselves or any other person (whether a member of the company or not) to be a member of the council, and in the event of death, resignation, or removal of such member, may nominate a substitute.

30. Members of the council shall receive no remuneration, but shall be reimbursed out of the funds of the company all traveling and other expenses incurred by them for the purpose of attending meetings or otherwise fulfilling their duties.

31. Meetings of the council shall be held at such places in Europe and at such times and upon such notice as the council shall from time to time determine, but not less than four times a year. The time and place of each meeting shall, if practicable, be fixed at the preceding meeting, but in all cases notices of the meetings

shall be sent to the members of the council. In any urgent cases any member of the council may convene a meeting.

36. The council of administration shall appoint and remove the directors, prepare and submit to the members reports and balance sheets of the affairs and finances of the company, and determine the countries and districts in which colonies are to be founded or settlements made, and the countries and places from which emigrants are to be taken; subject to the rules which shall be submitted to and adopted by the company in general meeting defining their duties and powers, and said council shall exercise a general control over the affairs of the company.

37. The number of directors shall be three or any less number that shall be determined by the council of administration, who shall also fill up any vacancies arising by death or otherwise. None of the directors need be a member of the company.

38. A director shall not be at liberty to carry on or be interested in any other business but that of the company, and shall devote his whole time to the affairs of the company.

39. The council shall be at liberty to pay such remuneration to each director as they shall find fit, and to secure to him compensation of not more than the amount of his annual salary in the event of his being dismissed before the expiration of the time for which he was engaged without any dereliction of duty on his part.

43. In the event of any gains or profits being made by the company by the resale of lands or property purchased or other arising from carrying out its objects, all such gains and profits of the company, as well as all sums received by way of donation and bequest, shall be applied for the same purpose as the original capital.

50. In the event of the company being wound up after all the debts and liabilities of the company have been discharged, all persons who shall at any time hold any lands or property granted to them or their predecessors in title by the company shall retain the same free from any annual or other sums then due or thereafter to become due from them to the company, and the winding up shall *ipso facto* operate as releasing them from all such payments, and also as releasing any persons to whom advances or assistance, pecuniary or otherwise, shall have been made or given, or the persons liable to respect of such advances or assistance, from all sums due in respect of the same. The rest of the property of the company shall be applied as the company in general meeting shall determine for the benefit of members of the Jewish community residing out of Europe and in need of pecuniary aid.

I copied these articles of incorporation from one of the influential papers of the Hebrew societies in London, and the articles which are not herein given were missing, and I was unable to obtain them.

I may add that Baron Hirsch is himself an Austrian, and we may expect a very large quota, not alone of Russians, but Austrians, Poles, and Hungarians, who will take advantage of the beneficial features of the Hirsch fund as long as hypnotic influences can obscure the plain meaning of the word "pauper" in the existing law and prevent its enforcement at certain ports.

Although the Hirsch organization is at once a bank, a loan and trust company, a public carrier, a land syndicate, and a nationality, yet it is the most exclusive of all artificial bodies. None but Hebrews need apply. Every well-organized scheme of immigration has numerous agents, and in the case under consideration these agents are educating the Jewish masses in the beneficial features of the plan. The steamship companies meanwhile are placing themselves within reach of the toppling avalanche; an army of paupers are, so to speak, to be drilled to invade this country, which is expected to absorb the weakness of other lands, and to decrease in greatness and in general welfare in inverse ratio to our increase in population and plutocracy.

This is understood on the other side, and our self-complacency on the score of our unreal population is a source of great amusement to the originators of this, the most gigantic emigration scheme ever known in history. To form a correct estimate of its far reaching designs it only needs a cursory examination of its aims and powers. They have well studied the situation, and are, therefore, by license of the board of trade, ordered to negotiate with steamship and other companies, a politic stroke of business to boost the foreign ocean carrying trade, and at the same time relieve their plethora of pauper population.

These emigration agents have by unparalleled astuteness possessed themselves of the active coöperation of Her Majesty's Government, and charitable associations of London and the Continent have received the hint, as I can tell by experience they were not averse, to assist persons they believed to be paupers to emigrate to the United States. Emigration is the expiring effort of hoary monarchies to rid themselves of paupers whom no standing armies or extra police can much longer degrade below the level of humanity; and I protest against such efforts which subject my native land to the fearful contagion of manners, morals, diseases, and customs which are a disgrace to the countries whence they come. There is no power without responsibility. Let the responsibility for its abuse rest where it belongs. At this time the United States has no peer on earth; but at the rate we are absorbing the detritus of Europe (about 750,000 annually), we will soon be like the house the foolish man built upon the sand.

The intention of the committee's "colonization societies," etc., is to emigrate from Europe to the other parts of the world named, and in their appeal for aid at the meetings in Liverpool and elsewhere the statement is clearly made that funds contributed will not be used in bringing emigrants to Europe, but to send them abroad, which statements were applauded in the open meeting attended by Commissioner Powderly and myself at Liverpool, November 1, 1891. (See Liverpool daily papers.)

There are numerous boards of guardians' societies and other institutions with branches in all the principal cities of Europe, who are asking, and even in this country they are now asking, for general subscriptions to emigration funds. At a recent meeting held in Liverpool, which we attended on the date above mentioned, the subscription in one evening netted £1,091 1s. 7d.; and a great many of the donors agreed to renew their subscriptions annually for five years. (Liverpool Courier, November 2, 1891.)

The four great Hebrew charity organizations in New York recently formed a central committee, which issued an appeal to the citizens of America to help with money and care for emigrants of their faith, at Temple Emanuel, Fifth avenue and Forty-third street, New York City. Special Agents Reichow and Frank cited many pitiful cases of these poor emigrants who arrived here without friends or money, and whom they had helped. The contributions reported at the meeting which resulted from this appeal netted \$76,136. Most of this money is being spent, together with the Hirsch fund quota, at the rate of about \$21,000 per month, according to their statements given to the press, in assisting so-called refugees, and providing in various ways, but principally in purchasing tickets for their passage hither and to their destination, and furnishing them with peddling outfits with which to commence business.

The streets of the larger cities of this country, and even the country roads, show the effect of this class of emigration, which during the past six months amounted to 50,000 who held Russian passports alone; but as great numbers are from Austria-Hungary, Poland, Roumania, Galicia, etc., and sail from Antwerp, Havre, Amsterdam, Rotterdam, and other places where no passports are required, and as large numbers start from Bremen and Hamburg, all of whom speak the German or some other language besides their own, in my judgment the German and other emigration statistics are swelled by those persons who are not born in the country from whence they embark, and who should be charged where they belong.

The organizations above referred to have agents in all the principal cities of Europe, some of whom appear in the guise of philanthropists. In Holland I found Mr. Deuts, member of the Amsterdam Jewish committee, to be a very energetic worker in expediting his coreligionists to the United States; also, Mr. Wertheim, of the firm of Wertheim & Comperts, Amsterdam. These energetic gentlemen took no interest in anybody except Jews, and volunteered the information that they had no connection with the Baron Hirsch fund.

As is very pertinently stated by one of the American consuls in Germany, it is "hard indeed to submit such proof as a court of law would consider sufficient; and yet your committee and the American people know that hundreds of emigrants go to America when they can not go elsewhere." "Which means, of course," he adds, "that Europe is unloading undesirable persons on us."

For this reason I have quoted largely from sworn testimony to prove the statements which are made, and which have ever been denied, but never disproved. I have selected the testimony of prominent Hebrews to prove these facts, because I knew they were unprejudiced.

Sworn testimony taken before the Select Committee on Emigration and Immigration (foreigners); House of Commons. Exhibit A. I. Extract, page 117.

Examination of HERMANN LANDAU, member of the Jewish board of guardians, vice-president of the Poor Jew's Temporary Shelter; and one who takes a general interest in the welfare of poor Jewish inhabitants of London.

2369. Question. Does not the arrival of these poor foreigners (meaning Hebrews) tend to overcrowd the labor market and make it more difficult for those who are living in the east-end of London to get full employment?

Answer. In my opinion it does not affect the trade at all, or to a very slight extent at all events.

2370. Question. But if there is such a difficulty in getting full employment one would conclude that the greater number that come into London from abroad would make it more difficult to get full employment?

Answer. I do not think so, because the people that are here already do not and can not get full employment, and a great many of those are sent to America for the purpose of bettering themselves.

2371. Question. Do you mean that they are sent after they have been some time in this country?

Answer. Yes; the board of guardians send a good many families away to America.

2372. Question. After being two or three years in England?

Answer. Yes and longer.

2373. Question. Is there no objection made in America to receiving them?

Answer. No; it is only this morning that I have received the report of the United Hebrew Charities of New York, in which I find that they do not complain on that score, and there seems to be no difficulty, because they say: "We should be wanting in our duty were we to omit to state the difficulties we encounter through the immigration of persons incapable of work." Then they say: "With all the sympathy for their position, we can not find the means to permanently help these helpless people in a community that has no care for thousands of impoverished, aged, and weakly persons. People unable to work should be warned against immigration which must result in bitter disappointment in a foreign land, and in most cases making their position worse instead of better from a material point of view." But they never complain of people who are able to work. * * *

2393. Question. Is it correct to say that the majority of the moneyed class have from £2 to £3 in their pockets?

Answer. Yes.

2394. Question. You do not suppose that that is sufficient to carry a man to America and maintain him there until he gets work?

Answer. No. They originally start with an amount sufficient to carry them on to their destination.

2395. Question. What do you call that amount?

Answer. Six or seven pounds; but they first of all have to run the gauntlet of the frontier guard in Russia. A man is obliged to have a particular passport and he is not allowed to leave the country without it. It has happened that sometimes there

is a very good-natured (as I might call him) frontier guard who will accept a rouble for the privilege of letting him go, whereas another will insist upon receiving twenty roubles, and, of course, if you take twenty roubles out of fifty it makes a very large hole in it.

2398. Question. Still you do not mean to tell the committee that men with £3 in their pockets are in a position to go on to America and make their way there?

Answer. When they start for America they generally have a letter from America, from relatives or friends inviting them to come.

2399. Question. And they are provided for when they get there?

Answer. Yes. * * *

2409. Question. You have brought the report of the Shelter; will you kindly read the first few lines in the "Constitution of Poor Jews' Temporary Shelter" for 1875-'76, and tell me whether you agree with it or not?

Answer. I have not brought that with me.

2410. Question. I will read it to you and ask you, in connection with the Shelter, whether you agree with it: "The influx of homeless and helpless foreign Jews, driven by force of circumstances to seek a livelihood to England, being sadly on the increase and unduly pressing on their struggling brethren already here, this society is formed with a view to prevent newcomers from either being driven to the mission house or lapsing into pauperism and becoming a burden upon the community;" do you agree with that?

Answer. Yes; but I wish to qualify this, with your permission. I think we all know that all charities are allowed a certain amount of exaggeration, by which they appeal to the charitable. We know that the hospitals generally appeal for funds and say that they are in a bankrupt state, and so we have to appeal to charity. We could not enter into all the details of the work done in the institution for the purpose of relieving England of a large number of people who would otherwise stay here, and so we put it on the ground of charity in order to get some funds.

2414. Question. What is the meaning of this passage in speaking of the Shelter? Question 2159, page 106, you are asked, "What is the exact object of the Shelter for the immigrants to this country?" and you answered, "To forward them and protect them in this way: We have often a Belgian, or a German, or a Hungarian, or an Austrian coming to the Shelter for a similar position, but those we send either to the consulate or certain charitable societies of those countries, and in almost all cases, excepting where a man is known to be an impostor (and there are some, though very few), they are taken in hand and dispatched by those societies either to their homes or to some other destination whither they are anxious to go." You are the medium, then, between the immigrants and those various charitable societies?

Answer. Yes.

2415. Question. And those societies you mention in the conclusion of your answer do practically the work of sending them either back to their own country, or forward them to the United States?

Answer. Yes; exactly so.

Examination of Mr. LIONEL ALEXANDER, a prominent Hebrew, connected with the Board of Guardians and Russo-Jewish Society.

3545. Question. To your knowledge, are many returned from America as no good?

Answer. I was reading a report the other day of an institution in America similar to our own, wherein it is stated that very, very few, indeed, were returned; I am not quite sure, but I think the small number of 197 cases have been returned during the whole year was mentioned.

3546. Question. What report are you referring to?

Answer. I have not it here; I believe it was an extract of the report of the United Hebrew Charities. I am almost sure I am correct in saying it was an extract from that. That is an institution in New York which looks after the Jewish poor.

3547. Question. That only refers to Jews?

Answer. It only refers, but that figure did not necessarily refer to Jews returned to England, it meant returned everywhere. I may mention that the experience of my board is that we have never had returned to this country, to our knowledge, any case that has been sent out by us, and we attribute that to the fact that we are perhaps extra careful in our selection.

3549. Question. How much of the Mansion House fund* was distributed by your association?

Answer. One thousand one hundred pounds (over \$5,000).

3550. Question. And you think they were attracted to London by that?

Answer. Yes; I am sure of it. The people whom we found to be so attracted, and

* The Mansion House fund is under the direction of the lord mayor, and the contributions during the year 1888-'89 amounted to £151,000 (about \$750,000).

who only came to get something, as a matter of fact, did not get anything, but they came over here for the chance.

3551. Question. Have they gone back again, or have they remained stationary here?

Answer. Particular individuals it is difficult to trace, but the certain fact is that very few turned up again asking for further relief, and I am inclined to think that they wandered farther, or went back, which is more probable.

3552. Question. You stated, did you not, that the police regulations at Hamburg put a stop to the operations of your board in trying to return poor people to this country?

Answer. Yes.

3553. Question. It is one of the objects of your board to return people?

Answer. Yes, distinctly. It is one of our largest operations sending back people who, having wandered here, prove themselves to be useless or helpless, and to those whom we did not think fit to send forward we refused any relief other than that of sending them back to their homes.

3554. Question. Have you a great many of that sort?

Answer. A very large number. The figures are before the committee in the statements that I have made. May I say one word as to the police regulations at Hamburg. Some doubt was cast upon the fact that such regulations existed, and I find I have here a copy of a notice which was sent over to my board in 1886, when they promulgated it. This notice was served on the shipping companies at Hamburg (it was not served on us), calling their attention to the fact that they did not allow useless wanderers to come into the port of Hamburg, and that they would hold those shipping companies liable to take the people back again if they attempted to land them, and required notice to be given to the police of such cargoes, and I hold in my hand a translation of that notice.

3555. Question. Will you kindly read it?

Answer. "Free and Hanse Town, Hamburg. The police office, Hamburg, 18th September, 1886. In consequence of the various difficulties which have arisen, that by means of vessels between here and England gipsies and other persons not belonging to the German Empire have arrived here whose continuation of the journey, either to their homes or to America or to other parts beyond the ocean, has proven to be difficult or even impossible, I feel prompted to call your attention to the dispatch of such individuals, alike whether the same are with or without means, and to again recommend you the greatest care; that the police will hold you responsible for any breach of these and such other previous warnings and for any losses incurred by the state. At the same time I make it your duty to give orders to the captains representing your company that in all cases where persons of above named description are carried, immediately on arrival of the vessel in this port to give notice to the police of the presence of such persons on board, and with all means in their power to see that the same individuals should not disembark until special permission is given by the police. Should it, however, that such individuals, without the cognizance or will of the police disembark, such circumstances would not alter this or any previous order as to your responsibilities. In conclusion, I express the hope that you will do the utmost to facilitate the effect of this strict supervision. (Signed) Senator Kunhardt, Dr." Why that was prohibitive to us was this: Because the shipping companies refused to take people over unless we gave them a guarantee that if they were not admitted at Hamburg we would pay the fare for them coming back.

3556. Question. You went to Hamburg yourself, did you not, in consequence of that?

Answer. I did.

3557. Question. What happened to you there?

Answer. I interviewed the leading Jewish authorities and the various committees that existed there, and I got them in their turn to interview the police with the object of gaining permission for the entry of all sorts of persons so long as they remained there only about twenty-four hours, and were received by some one representing us, and in turn dispatched by him on to Berlin, and that in Berlin the people should again be received by an agent of ours, and be dispatched again from Berlin within forty-eight hours almost right across the Russian frontier in the case of Russians, and in the case of Roumanians across the Roumanian frontier, but out of Germany at any rate.

3558. Question. Did you after that discourage people coming over here?

Answer. While I was there I did all I possibly could to discourage people, and I thought the best way to go about that would be to arrange that the continental committees should not assist the people onwards to London, which they had done before very largely. Of course it seemed the cheapest plan for them to get rid of the people by giving them a trifle to come to London, but I found it not a very difficult job to persuade a German not to give something, and they readily fell in with my views when I told them that financially they would be better off if they did not give it.

3559. Question. You say that you issued circulars to them?

Answer. Yes; I have handed in two circulars which we issued, one to the continental committees which I propose should be placed in the possession of the committee, and one which is a general notice which was put into most of the newspapers in the various towns through which those people generally passed, and written in German because they nearly all read German. We also were successful in getting a large number of continental papers to put in editorial notices of warning.

3560. Question. Had they any effect?

Answer. I think they had a very marked effect.

3561. Question. In what way?

Answer. The number of those who came was almost immediately reduced.

3567. Question. Have you any knowledge or is there any way of ascertaining the number of foreigners who come into London every week or every month?

Answer. I know of no means whatever.

3568. Question. You have no idea, have you, of the number of foreign immigrants that do come in?

Answer. No; I have no means whatever of knowing other than those who are either belonging absolutely to the pauper class or who are in need.

3569. Question. And those only Jews?

Answer. Yes, those only Jews.

3570. Question. Have you no means of knowing those other than Jews?

Answer. I have no means whatever of knowing. My board know practically all the paupers and almost all needy people who are Jews.

3571. Question. The conclusion which you arrive at, as I understand, is this: "The board have removed from London probably more poverty-stricken cases of Jews than have come here?"

Answer. Yes.

3572. Question. But you have really no proper record of where the people have come from, excepting those who come to the board.

Answer. By public record.

3600. Question. Have you ever seen advertisements in the Jewish newspapers in the east end of London offering employment to foreigners especially?

Answer. No, I have not; but I have read an advertisement which was inserted by Mr. Arnold White,† which I think was calculated to bring people here, offering to send them to America, or something of that sort.

3640. Question. You have some evidence about the returning of a certain limited number of pauper immigrants from America; are you aware of any cases of pauper immigrants who, having been rejected in America, have been refused admittance into Germany, from where they originally came, and being obliged to land in England?

Answer. We have had cases sent back from America who originally were sent from Hamburg, but we have always assisted those people to go back home to Russia at once.

3641. Question. But were they refused admittance to Hamburg?

Answer. No; they were sent back direct from America to this country, and they were reshipped and sent back again to their homes, and I think I may say that almost without exception they always desired to go, and were only too willing to go at once.

3644. Question. Last week we had evidence about the immigration of foreigners into Liverpool; do you know anything about that at all?

Answer. Yes; I have just received from Liverpool, only this morning, the report of the Board of Guardians for the relief of the Jewish poor of Liverpool, which is made up to the end of May this year, and I would like, if I might be permitted, just to read a dozen lines from the opening paragraph of that report. It says:

"A cry has been raised that Jewish paupers arrive in this country in excessive numbers, and Parliament has appointed a special committee to consider the whole question of immigration. Whatever facts may be elicited by inquiry, the experience of the board does not lead it to conclude that, so far as Liverpool at least is concerned, any alarm need be felt in this direction. Poor Jews do undoubtedly arrive in this city from Russia and Poland, and occasionally take up their residence here, but the number of such settlers is too small to give rise to any fear or uneasiness. On the other hand, the board in conjunction with the society for assisting foreigners in distress, frequently helps in repatriating such new comers as, after a short residence here, find it impossible to gain a livelihood, a step which must prove a serious check on emigration to this country."

3645. Question. Evidence has been given here at questions 1163 and 1164 to this effect, speaking of people who arrive here without money.

* This means that this society has diverted not alone all foreign pauper Jews who have arrived in Great Britain, but has "assisted" many of their native born paupers to emigrate to America. This fact is proven by our statistics for 1891.

† Mr. Arnold White is to-day the personal representative of Baron Hirsch in matters relating to the emigration of Russian Jews who are paupers.

Question. Do you know if they borrow money?

Answer. Yes.

Question. Do you know what they pay for it?

Answer. I have been given to understand that of late the Jewish board of guardians, whether it is true or not, I do not know, will not relieve any of them unless they have been here a certain period, but on finding securities, they can have money lent them to start them in business, or for any purpose that might be necessary, and that without any interest whatever.

Question. Is that true with regard to the Jewish board of guardians?

Answer. Absolutely untrue. May I ask whose evidence that is?

3646. Question. It is the evidence of a Mr. Henry Dejonge. He says in answer to question No. 1210: "Can they speak no English words at all?—A. The only English words I have heard them utter are 'board of guardians,' and that they know as soon as they arrive in good English." Have you any knowledge whether that is correct or not?

Answer. It is very difficult to say what amount of knowledge people have of English. It is a matter of fact that, although when they arrive they may know more English than that, they easily acquire it when they have been here a short time. It is probable that they may know the address of the Jewish board of guardians; they may have been given to them at home, or on the Continent; that is quite probable and if that be the case it would rather strengthen my contention that we know of the entry of all such people.

3647. Question. It says here, at question 1216, "And they are expecting, when they reach our shores, to be assisted financially by the board of guardians, and that would be a powerful motive that would induce them to come here." And the answer is: "It would be a partial attraction to this country." Do you believe that they have any ground for expecting that they shall be assisted financially by the board of guardians when they arrive in this country?

Answer. I think they have every ground for thinking the contrary, because those who come here and can not get on, and whom we send back again, would naturally tell the story—we can get nothing out of the Jewish board of guardians in London excepting a ticket for to come back home.

3648. Question. At page 166, in your evidence, you refer, I fancy, to a mission * which Dr. Asher and I undertook for the Mansion House committee to Galicia to consult the emigration committee in Limberg and Brodie?

Answer. I referred to that and another mission which another gentleman kindly undertook for us.

3649. Question. Can you state that through the action of that committee in Galicia and their corresponding committees in London and Liverpool, a large number of emigrants were sent away to America who might otherwise have located themselves in London?

Answer. Distinctly so; they might have wandered sooner or later to London; a very large number of them, I feel sure, would have done so.

3650. Question. You are aware that the large sums supplied by the subscriptions to the Mansion House fund have been employed in sending Russian refugees directly to America.

Answer. Very large.

Examination of MOSES WEINER, formerly an innkeeper in Roumania.

1723. Question. Is it your intention to remain in London?

Answer. My intention was when leaving Roumania to go with two friends who were about to proceed to America, and who promised to defray my expenses there but on reaching the Roumanian border, these two friends of mine were returned again into the country, and I left them to come to England.

(It will be seen that the friends who had money were not allowed to leave their own country, but that the pauper who had none was allowed to pass beyond the border.)

1724. Question. Had you any intention of going to America?

Answer. At the time I thought of going to America, but since I lost my friends I can not do so.

1725. Question. If you can earn any money in London will you go to America or will you go back to your own country?

Answer. If I earn any money I will return to Roumania. I think the laws will be more lenient.

1726. Question. Do you know any trade?

Answer. No.

* See Mansion House fund, p. 81, Exhibit 10.

† The lord mayor of London receives contributions to this fund, which during the year 1888-89 was close upon £151,000 (about \$750,000). (See Exhibit 10, p. 81.)

1727. Question. Have you tried to get work since in London?

Answer. I tried to become a finisher, but they asked me 15s. to teach me and work for a month for nothing, and of course I have not got that.

1732. Question. What became of the other Jews that were driven out of the village you first lived in?

Answer. They dispersed into towns where they were allowed to live.

(That is, they were sent back into their own provinces.)

Examination of SOLOMAN GUTHMAN. (See p. 79.)

1622. Question. Did you ever see any agent or advertisement in your own country recommending people to go to England?

Answer. No I have not seen anything of the kind.

1633. Question. Do you know whether any poor people are attracted to England by expectation of higher wages here?

Answer. Yes; they are told that in America wages were higher; but England has not been in the question at all. It was never my intention to come to England. I said so in starting.

1624. Question. Do you think any of the poor Jews of your acquaintance came to England with the intention of living here?

Answer. My explanation is simply my intention never was to come to England. It was to go direct to America, but circumstances such as I have related brought me to England, and I am now expecting every day to leave it.

Mr. LIONEL ALEXANDER recalled and further examined. (See p. 175, Exhibit A1.)

3591. Question. Therefore they (meaning Russian Hebrews), would be just the class of people, would they not, who would be willing to work for what people call starvation wages?

Answer. They are inclined to work at low wages, certainly.

3592. Question. And that would have the natural result of bringing down the wages of other people?

Answer. Yes, in competition with people similar to themselves only.

On page 165 Mr. Lionel Lindo Alexander, honorary secretary to the Board of Guardians for the relief of the Jewish poor, states that—

In the year 1884 the influx was again greater and some difficulty was experienced in satisfactorily dealing with the cases, owing to the regulations made by the American authorities, which prohibited entry at their ports except under certain conditions which some of the emigrants could not easily satisfy. At the end of the year 1885 there was again a flow towards this country, caused by the expulsion of Russians and Poles from Prussia under the decrees of the Prussian Government, and this higher scale was continued throughout the year 1886, thus making the influx that year of abnormal dimensions. A further reason for the then influx to this country may be assigned to the existence of the Mansion House unemployed fund, the distribution of which, without doubt, attracted people from the continent.

In September, 1886, police regulations were made in Hamburg which practically put a stop to the operations of my board in the form of returning to their native country such poor people as had wandered hither, and had failed to succeed here; and I at the request of my board undertook a journey to Germany with a view of obtaining the necessary facilities for continuing such shipments. I was successful in my efforts, and my board were thus enabled at once to give relief to the congested condition which the considerable influx had caused whilst the power of helping emigration was temporarily stopped. The arrangements then made have been continued up to the present time, my board paying the entire cost of the journeys of the people from London back to their homes, even in Russia, instead of only the fares to Hamburg, as had been the custom up to 1886. The people are now looked after en route by gentlemen acting in Hamburg and Berlin as the agents of my board.

Exhibit A1, on page 187, is a table of the number of aliens entered as having arrived at Hull en route to America via Liverpool, as follows:

January	788
February	1,498
March	4,886
April	11,126
May	15,761
June (to 19th)	7,917
Total	41,976

Of which number 41,595 were en route to America.

When I was at Hull last summer I witnessed the debarkation of the emigrants from a number of steamships, and over nine-tenths of them were Russian Jews. The same proportion holds good for the port of Grimsby, where I also witnessed several debarkations. These emigrants were transported at once across the country to Liverpool, booked through to America. They possessed nothing as a rule except a small bag of pots, kettles, old clothing, and a prepaid ticket, which the stated had been provided by the Hebrew societies, and the price of which they would have to refund as soon as they earned the money in America.

On page 67 of the same report the total cases of foreigners who were assisted to emigrate in 1887 by the Hebrew society, of which Mr. Alexander is the honorary secretary, was 606.

On page 169, Mr. Alexander continues:

I would further point out that a money standard as a passport to entry would in itself be harmful, as prohibitive to many, although poor yet physically fit, and as a bar against many who, even if penniless, come here to join their friends and do not become a burden on charity. Were such arrangements promulgated as exist in the United States, I feel sure that scarcely any of the people complained of would be kept out. *It is notorious that with all the stringency of the American regulations few are ever prohibited to enter;** and I venture to suggest to the committee that all legislation which might act as a check upon the influx from certain continental countries might surely increase the chance of persecution therein.

BIRDS OF PASSAGE.†

Relative to birds of passage, as are called those persons who emigrate to this country in the spring of the year, and return to their native country in the fall, I wish to give an account of the number of persons that arrive in England from the United States so far as reported, showing nationality and country whence they came in 1889:

Nationality.	United States.	British North America.	Australasia.	Cape of Good Hope and Natal.	All other places.	Total, 1889.	Total, 1888.
British and Irish.....	71,392	8,642	10,438	4,869	7,729	103,070	94,13
Foreigners.....	40,301	385	199	836	1,401	43,122	33,89
Not distinguished.....					1,206	1,206	85
Total.....	111,693	9,027	10,637	5,705	10,336	147,398	128,89

This shows that the number of British and Irish immigrants who returned were 71,392 out of a total of 240,395 who emigrated. Of these the number of adult males was 41,533, and the number of male children was only 4,367, or a total of 45,900 males and 25,492 females (See p. 20, copy of statistical tables relating to immigration and emigration from and into the United Kingdom in the year 1889, and report of the Board of Trade thereon by Henry G. Calcraft, House of Commons, public document printed March 24, 1890.)

The excess of males over females is over 20,000, which number corresponds very nearly to the number of round-trip tickets, which were sold during that year according to an approximation made by Mr. James Tibbetts, steamship ticket agent in Liverpool. Without doubt nine-tenths of these are birds of passage. The labor leaders in England, notably Mr. Tom Mann, member of the labor commission, stated that a great many of their mechanics left home in the spring and returned in the fall of the year. "Unfortunately, they don't stay long enough," he said, "and thus they interfere to a large extent with our home people by competition for the last two months' work."

* The italics are mine.

† See also page 288 for birds of passage, extract from letter of Consul Starkloff, Bremen; also Statistics, Vol. II.

The continental conference of steamship companies held in New York October 8, 1889, which was composed of the Compagnie Générale Transatlantique, the Hamburg-American Packet Company, the Nord-Deutcher Lloyd, the Red Star Line, the Royal Netherlands, U. S. M., and the Union Line (Sloman's steamers) adopted rules and regulations relating to rates for outward, prepaid, and round-trip steerage passages. The commissions to subagents were fixed at \$2 a ticket or \$4 for a round-trip ticket, and for children half commission. Among other rules adopted was one that "no commission shall be paid to agents on letters or cards of introduction." No agent shall be deemed entitled to commission except on actual issuance of the ticket and direct receipt by him of the passage money. This system of agents' letters or cards of introduction is in vogue in Germany, where the laws of the land forbid public advertising.

Subagents' substitutes exist in almost every hamlet in Germany, whose cards of introduction, or letters, when presented by persons whom they have persuaded to emigrate entitles them to a commission amounting to \$2 or less. Others evade the advertising law by procuring advertisements, posters, boom town circulars, railroad circulars, and books giving descriptions of all the States from Texas to Minnesota and from Arkansas to the State of Washington; from Antwerp, Amsterdam, and other places outside of the country to persons who desire information in Germany. I procured a number of these on application, under an assumed name, from an agent, Richard Berns, 132 Avenue du Commerce, Antwerp, Belgium, agent of the White Star Line, Allen Line, and Red Star Line. They are printed in the German language and are intended for circulation throughout Germany; giving a German and English dictionary and a complete phrase book; in fact, a lexicon in German and English at the end, together with tables of moneys, weights, and measures, and a glowing description of enticing features said to obtain in this country.

One of these circulars is headed: "Homesteads for all" along the line of the Chicago, Milwaukee and St. Paul Railway and connecting roads in the Northwest and far West, as well as in the southern parts of the United States of America. All the States are described herein, opening with Wisconsin and ending with Texas, together with an explanation of the modes of obtaining homesteads, preëmption, and timber lands. There is an advertisement of the great Northwest and Manitoba, stating that 200,000,000 acres of land are to be had gratis by settlers; every person from 18 years of age being entitled to 160 acres.

The emigrants who are induced to settle in this northwestern country by reading these highly colored and illustrated circulars, find their way to the States across the Canada border and swell the amount of immigration to an extent of which no correct estimate can be formed, because we have no statistics of those who crossed the Canada line since 1885. The one million six hundred thousand unemployed laborers, who are concentrated principally in our large cities, are numerically sufficient to-day to claim the occupancy and to cultivate every spare acre in our public domain if the opportunities were afforded them.

We know that Congress passed an appropriation last year to aid our own settlers in the Dakotas to procure seed wheat, because they were destitute; and that is a country which has been settled for years. We know what a desperate rush was made to get into Oklahoma, and how for months they camped outside and waited for the opening. Where were these "Homesteads for all" at that time? Wherever they are they have a fence around them. Of those which are in the hands of actual settlers the census brings us an unfavorable report. Eight

million farm mortgages can not be explained in such a manner as to harmonize with these steamship, railroad, and land-syndicate circulars.

Unquestionably this exportation of surplus pauper and criminal population to Canada accounts for the large proportion of foreigners in our eleemosynary institutions along the Canadian border, which proportion even as far down as Rochester, N. Y., amounts to 68 per cent, and which according to the reports read before the last Congress of Charities and Correction, averages 40 per cent in institutions throughout the United States; and it also accounts for the decrease of persons in similar institutions in the United Kingdom and elsewhere, and for the fact that while the tickets of leave granted in England during 1880 numbered 25,000, those granted in 1890 numbered only 12,000.

The annual cost per criminal is £35, and the saving of the English Government in this connection, to say nothing of the cost saved on account of further prosecutions, is the cause of the popularity of this exportation system and the large number of discharged prisoners' aid societies, who are quasi governmental, and receive money for work done by prisoners while in captivity. The fact that these "prisoners' aid societies" are recognized by judges, courts, and magistrates may also be accounted for on the same grounds.

In one of the reports which I read while in England, that of the Southwest Lancashire and Wirral Discharged Prisoners' Aid Society, which had assisted many persons to emigrate, the report stated that legislation should be suggested which would force prisoners to remain here after they had been exported.

The report for the city of Liverpool for the year ending September 9, 1890, shows 50 persons emigrated, all of them being discharged prisoners—that is, convicts on license—under the provisions of the prevention of crimes act, 1871, section 8, all of whom were sent to Boston.

There are about eighty-two institutions for fallen women in London and double that number in the provinces. A great many of the inmates of such institutions are sent to the United States on prepaid tickets. A report of the Glasgow House of Shelter for Fallen Women, 1890, page 11, shows seven cases sent abroad, naming places, among others Chicago and Pittsburg, as their destination.

It is a matter of public notoriety that in late years criminals receive short penal sentences by English judges and long periods of surveillance, which latter is made so uncomfortable for them, they having to report at regular periods and give an account of themselves and give notice of change of residence and a great many other small matters, which practically makes life a burden to them. On the other hand, the proffered assistance of the discharged prisoners' aid societies induces most of them to emigrate to the United States. According to their own reports, one half of the criminals in Scotland are aided by prisoners' aid societies to go to the United States.

Annexed will be found a list of "Discharged Prisoners' Aid Societies" in the United Kingdom.

Appendix No. 5 shows the number of steerage passengers landed at the barge office during 1891; also cabin passengers landed at the port of New York. It is signed by John E. Moore, landing agent, barge office, January 1, 1892.

This table shows 445,290 steerage passengers and 105,023 cabin passengers landed in 964 trips. It is not an official table, and in my judgment is very wide of the mark, inasmuch as some steamship companies when reporting the number of passengers they land frequently count two well-grown children as one person; and it is notorious, as has been frequently charged in the metropolitan papers, that in the spring of

the year some of the steamship lines bring over a larger number of steerage passengers than they are by law entitled to carry, but which fact they do not report, and they frequently land large forces of men whom they designate stewards or employés, and who are not counted as steerage passengers, as well as those whom they took on board to "work their way over." Tramp ship emigrants frequently land at minor seaports without being counted.

The foreign statistics of persons embarking for the United States and the reports of those landed at our shores do not harmonize,* and until those who cross the Canadian and Mexican borders are counted it is manifest that no accurate statistics can be given on this important subject.

[Extract from report of House of Commons on emigration and immigration.]

Number of cases and number of new cases relieved by the Jewish board of guardians in each of the undermentioned years.

Year.	Cases.	New cases only.	Year.	Cases.	New cases only.
1876	1,903	606	1883	2,882	1,103
1877	2,216	862	1884	3,654	1,368
1878	2,471	873	1885	3,408	1,586
1879	2,639	1,063	1886	4,139	1,944
1880	2,583	945	1887	3,313	1,205
1881	2,629	984	1888	3,513	1,318
1882	2,953	1,306	1889	2,980	923

It is evident from these figures that in 1885-'86 there was quite an exceptional pressure of poverty in the east end of London, and although there has been a considerable diminution since then, the evil has not altogether been reduced to its former dimensions, much less altogether removed.

With regard to the Jewish Shelter, the main figures, as stated in the report, are that the number of inmates who passed through the institution during the past year was 783 as against 1,162 during the first year, and 1,322 during the second year of its existence. The committee maintain in their report that the Shelter has not stimulated, but has helped to check immigration, by promoting emigration to America.

The next point treated in these reports is the return of destitute poor Jews to the place from which they came or their departure to other places. Taking the Jewish Shelter report first, we find it stated that out of the above 783 inmates of the institution in 1889, 258 were returned to their native place, 90 went to the United States, and 23 to various countries, whilst 333 remained in the United Kingdom, and 79 are "not specified." The 258 returned to their native place compare with 338 returned in the preceding year, a diminution in number, but the proportion borne by the 258 to the total inmates, numbering 783, being larger than the proportion borne by the 338 to the total inmates of the year, numbering 1,322.

Taking next the report of the Jewish board of guardians, we have the following comparison for the last few years:

	Cases of emigrants or removals.	Individuals comprised.
1889	441	869
1888	701	1,254
1887	568	1,147
1886	919	1,557

* They can only be made to harmonize on the supposition that half of those who embark die in transit or are not accounted for in our incomplete registering system, furnished mainly by steamship manifests.

[Emigration and immigration, 1889. House of Commons report, page 37.]

Number of aliens on board ships which arrived at London and Hull from ports in Europe during the year 1889, with totals of the number who arrived during 1888, according to the lists of aliens transmitted to the home office.

Ports whence arrived.	Number of aliens recorded at—			
	London.	Hull.		
	Destination not stated.	En route to America.	Destination not stated.	Total
Amsterdam.....	523			
Antwerp.....	35			
Bergen.....		2,399		2,399
Bordeaux.....	10			
Bremen.....	620		264	884
Bremerhaven.....	189	23	96	308
Christiana and Christiansand.....	461	5,656		6,117
Danzig.....		77		77
Drontheim.....		3,271		3,271
Dunkirk.....	51			51
Gagra.....	6			6
Gothenburg.....	1,116	19,382		20,498
Hamburg.....	5,978	5,201	4	11,183
Helsingfors.....	16			16
Libau and Copenhagen.....	47			47
Malmo and Helsingborg.....	27			27
Mamel.....	6			6
Odessa.....	1			1
Rotterdam.....	752			752
Stettin and Copenhagen.....		5,581		5,581
Stockholm.....	3			3
Uddevalla.....	5			5
Total.....	9,846	41,595	364	51,745
Total for 1888.....	10,953	62,901	215	74,069

Return to an order of the honorable, the House of Commons, dated March 21, 1890.

The above figures show that in 1889 the total alien passengers landed at the port of Hull, England, were 41,960 as compared with 63,116 in 1888. The undue proportion of those "en route to America" can only be explained by the fact that they were diverted by the English "committees" and their passage prepaid to America by societies established for that purpose. Over four-fifths of the emigrants who arrived while I was at Hull were Russian or Polish Jews, who were paupers and traveled on prepaid tickets.

See sworn testimony before committee, House of Commons, page 178, 179, quoted in this report, questions 3649, 3650.

Inclosed table for 1890, official statistics of the city of Hamburg will show that of a total of 93,013, who left the port of Hamburg for the United States, only 21,885 were emigrants from German provinces; 41,270 were Russians and Poles; 19,833 were from Austro-Hungary and Bohemia, and only five were Frenchmen, the others being divided among Roumania, Switzerland, Denmark, Norway and Sweden, Great Britain and Ireland, Italy, Holland, and Belgium.

During the same period the official statistics of the city of Bremen show an emigration of 107,156 to the United States, out of a total of 140,410 to all other parts of the world, of which only 15,233 males were Prussians, and 8,090 came from other portions of Germany; the other parts of Europe have about the same proportion, as is shown by the statistics from the city of Hamburg.

The Society for the Prevention of Destitute Aliens, and other similar societies on the Continent, take special pains in diverting this class of

emigrants to the United States, because it is alleged everywhere that they are a nonproducing class, and are therefore the least desirable. In this connection I will state that while formerly committees existed in Amsterdam and other seaports for the purpose of sending these people to the Argentine Republic, Brazil, and other South American ports, they have now been disbanded, and a few private individuals, who disavow connection with the Hirsch fund, give their whole time to the matter.

The consul for the Argentine Republic, at Amsterdam, told me that none are now being sent to Argentina, because they readily find an asylum in America, the steamship fares being much lower from Europe to the United States than to other parts; therefore the poorest class of emigrants naturally fall to our lot. The price of passage tickets to Australia from Liverpool is £18, while to the United States it is from £3 10s. on some of the companies to £4 on the more fashionable lines of steamers—that is to say, on the “ocean greyhounds.”

In Great Britain, according to Leone Levi, the number of the producing class is 10,648,000, and their income is £450,000,000; the number of the nonproducing class is 4,532,000, and their income from land, interest, and the labor of others is £800,000,000. The number of acres of productive land idle amounts to many millions, and, according to Mr. Griffin, who is the statistician of the board of trade, the number of destitute persons in the United Kingdom is 5,000,000. Mr. Frederick Harrison (statistician) states that 1 in 5 of London's population will die in the poorhouse, hospital, or asylum, as 90 per cent of the producers of wealth have a weekly wage which scarcely suffices to keep them in health.

The worst scenes of destitution in England are in the East-end of London, better known as Whitechapel, where the sweating system* has been inaugurated by the introduction of this class of foreigners into England; and the most pitiable sight that has ever been presented to American eyes, in my estimation, was the procession of the starving cloak-makers who were locked out a year or so ago in New York, and whose banners proclaimed that they were starving, and begged for food. These were the advance guard of this class of immigrants.

I will add that on January 8, 1892, I attended an overflowing meeting of these same cloak-makers, held at Everett Hall, 35 East Fourth street, New York, where Mr. Joseph Barondess spoke and recommended the voting of the socialist ticket. He received an ovation such as I have never witnessed before, men, women, and children embracing and kissing him, and then embracing and kissing each other, in their enthusiasm. His control over that multitude was absolute. They would sacrifice their lives or liberties at his bidding and execute any order he might issue. They believe the most extreme doctrines taught and are a menace to the Republic. The chasm between capital and labor is wide enough now. We should guard against an invasion of such hordes as we would against an armed host or a pestilence. The alarming proportion of the unemployed proletariat, the increase of insanity, pauperism, and crime is traceable to no other such prolific source as immigration. A better sifting process is absolutely necessary to subserve the general welfare.

In this connection I may also state that in Allegheny County, Pa., during the past year fifty-eight homicides occurred, all of which were committed by aliens or naturalized foreigners. (See particulars in *Pittsburg Times* of December 31, 1891.)

*See report of Parliament Sweating Committee, English Pub. Doc., 1888.

GERMANY.

In Germany, while the Government does not openly assist emigration, there are no obstacles placed in the way of paupers who seek home abroad. The most valid excuse for evading military duty is poverty, and in few, if any, cases are passports refused to paupers because of unperformed military duty. Of course, if there is any other disability, such as disease or bodily defects, passports are just as readily obtained, although no military service has been performed. The better class of young men delight in military service for patriotic motives, and as it is a period of recreation and education, mental as well as physical for them, and a change of scene on account of travel during the annual military maneuvers, it is looked forward to with pleasant anticipation until the time they are old enough to enlist.

I may add in this connection that the popular idea that large numbers of young men leave Germany to evade military duty is erroneous as is evidenced by the fact that few arrive without passports. The condition is also true of Italy, only in a more pronounced degree; for in that country it is a positive luxury for the average young men to leave their destitute homes and be well provided for in the army during a period of three years. They also receive an education, for none are now discharged from the army before they can read and write. And in the southern part of Italy 93 per cent of the people are illiterate, and wages average less than 20 cents per diem, according to Signor Luigi Bodio, the eminent Italian statistician, the reason for this love of military duty aside from patriotic motives is quite plain.

One of our consuls in Germany, Dr. Starkloff, Bremen, states that—

Whether or not steamship companies make use of unlawful means is a very difficult matter to ascertain; and that such have been used to some extent he learns once in a while from newspaper reports.

He says:

Their agents and subagents try as a matter for their own interest to obtain as many emigrants upon their list as possible.

I quote from the same letter, copy of which, in full, is filed herewith

I have already reason to suspect that a great many people, especially Bohemian, Polish, and Hungarians, are engaged under contract by mining companies, mostly of Pennsylvania. Since I have taken charge of this consulate, I have noticed that these people are shipped for the United States in the spring and return in the autumn. I have recognized the same faces, especially those of the men under whose supervision they seem to travel. These people do not handle any money, nor do they answer any questions to strangers, no matter in what language they are addressed. They seem to follow their leader blindly. There is but one woman to each crew of 12 or 18 men, who, as I am informed, works and cooks for such at their place of destination in the United States.

He also states that—

Criminals and paupers have been shipped to the United States to my knowledge by the benevolent societies, whose leader in one case has been a Government officer.

He recommends consular inspection or certification under the authority of the Government, and thinks that if emigrants were compelled to get from their government authorities a certificate of good conduct, and to instruct steamship companies and their agents and subagents not to sell tickets to any emigrant unless he has such a certificate, believing that the said government authorities who would be willing to give to undesirable citizens a passport in order to get rid of them would hesi-

tate very much to give to the same person a certificate where that person has been in conflict with the laws of the country.

He says that—

As far as insane persons, idiots, and other defectives, are concerned, I think the present system of examination by the steamship surgeon is inadequate for the following reasons: With due regard to the theoretical knowledge of steamship surgeons, it is well known that most of them are young and inexperienced men who consider their position only a temporary one, as their salary is limited, and there is no expectation of glory or promotion connected with it; and for an ambitious physician it is only a stepping stone to higher aims. For this reason they will hardly remain on board of the steamship long enough to become thoroughly familiar with the duties and responsibilities imposed upon them.

The steamship surgeons at this port examine the emigrants an hour before they leave the city to go on board the steamers. The value of the examination of from 500 to 1,500 passengers in so short a time is clear to every experienced physician or layman. During one winter season I have seen this examination take place in a large hall illuminated by only twelve lamps, and in a temperature of only 20° below zero.

My proposition is [continues the consul] that the United States should appoint one or two surgeons at every port of embarkation, whose duty shall be to examine under the supervision of the United States consul all emigrants, and reject all idiots, insane and other defectives with loathsome or contagious diseases; and if there is the least suspicion from the appearance of anyone being afflicted with consumption or heart disease, to make a close individual examination and reject him if afflicted. The expense of such examination is nothing compared with the benefit derived therefrom.

He further states that—

Criminals and paupers from other countries are promptly sent back to the country whence they came from by the German authorities, and that it is clear that the German Government is anxious to retain their good and valuable citizens, and like to see their invalid ones depart to other countries.

Another American consul located in Germany, whose communication is marked "confidential" (see letter, vol. II), who favors consular certifications, says:

It would be practicable and of good service to the United States to require all emigrants to obtain certificates from the United States consuls. It would cost the United States Government nothing, for the cost of obtaining said certificate would be very properly paid by the emigrants.

Should the United States consul be empowered to issue these certificates many persons wholly unfit to receive domicile in the United States would be kept at home.

And further states that—

Your committee need not overconcern itself about citizens in this country coming to America owing to military service, for the German Government will attend to that matter.

He says he knows of no German law or regulation which hinders emigrants, and that criminals and paupers are at once sent to the country to which they owe allegiance.

HOLLAND.

At Amsterdam, in Holland, I found that the Government has established an office, ostensibly for the protection of emigrants, but in reality its main business consists in expediting Jewish refugees and other paupers who arrive at its ports to America.

I also found at the office of one Geldersche, Kade 24, an agency for the Chicago, Milwaukee and St. Paul Railroad Company, in which circulars were issued giving glowing descriptions of free lands in Illinois, Wisconsin, Iowa, Minnesota, Missouri, South Dakota, and North Dakota, and stating that they had from 18,000,000 to 30,000,000 of acres for sale.

I transmit a newspaper called "California," published by a Dutch land syndicate, booming their lands in California by enticing descriptions and preposterous statements.

ITALY.

The land in Italy has been centered in the hands of a few title families, who sublet the same to small farmers on shares, or pay their farm laborers from 14 to 20 cents per day, keeping them in such a condition that were their labor to cease for a period of less than one week starvation would result. It has been said that one family—the Borghese—owns nearly one-fifth of the land of the province.

The large standing army and navy and great expenditures upon public works, the present national system of education, and the immense administration to be maintained has proved such a burden that the condition of the masses has become almost intolerable, and laws with penalties attached have lately been enacted obliging owners of the soil to have the same cultivated within a radius of 10 miles about the Roman capital. This experiment is being tried because the food production of the country is insufficient for its own consumption, and idleness or absentee landlordism, like in Ireland (see report Commissione Powderly), has been the principal cause of distress and of the depreciation of wages, and this condition has enabled the steamship companies, their agents, and subagents to reap a rich harvest among the discontented who wish to emigrate, even though only for a time, in order to get some money and then return to their native land.

The following is a list of about 160 agents and subagents, with their addresses, who in turn have assistants, who are not compelled to give bonds and who work on commission and induce their fellow countrymen to emigrate. A rough estimate would bring these agents and subagents' substitutes nearly to the figure of 4,000, scattered throughout the various provinces of Italy:

GENERAL EMIGRATION AGENTS.

CITY OF NAPLES.

District of Naples.

Name.	Address.
De Luca Brothers, general agents	Via Piliero No. 17.
Savarese Brothers, * subagents	Via Lanzieri.
Ferretti & Cardano, agents	Via Molo Piccolo No. 34.
Gl. Cy. Emigration, general agent	Corso Garibaldi No. 50.
Boriello, Beniamino, general agent	Via Florio Gioia No. 2.
Cindolo, Giovanni, * subagent	Do.
Ferolla Nicola, agent	Via Marima Nuova 30.
Del Piano & Cavaliere, agent	Corso Garibaldi 43.
Fornari Criscuolo & Co., agent	Via Marima Nuova 160.
De Vito Stanislas, agent	Vico H. Piliero No. 5.
Manfredi Francesco, general agent	Via Flavio Gioia No. 88.
Ramaglia & Catuozoro, agents	Via Porto Mefontanell.
Scotto Michele, agent	Via Piliero No. 10.
De Luca & Casella, agents	Via Piliero No. 35.
Gilberti & Tofani, agents	Liazza Stazione.

* Innkeepers.

All these agents have given bonds from 60,000 to 100,000 lire to the Government (From \$12,000 to \$20,000.)

SUB-EMIGRATION AGENTS.

NAPLES-CAMPANIA.

District of Caserta.

Name.	Town.
Arcucei, Giovanni	Petrulo.
Cammuso, Giuseppe	Pontelatone.
Colella, Carlo	Cassano.
Corvino, Carlo	Mondragone.
De Meo, Alessandro	Formia.
Disa, Domenico	Carinola.
Gonnelli, Pasquale	Letino.
Caprio, Salvatore	Oeano.
Grauso, Vincenzo	Briana.
Perotta, Aniello	Cajazzo.
Toscano, Pasquale	Pietra Melara.
Vinzo, Vincenzo	Piedimonte d'Alife.
Villani, Filippo	Ailano.

These agents are under control of their general agents in Naples. They require no bonds.

District of Salerno.

Avella, Antonio	Perdifumo.
Anisio, Angelo of Nicola	Cicerale.
Aliberti, Antonio Felice	Siano.
Cafiero, Giovanni	Nocera Inferiore.
D'Agortino, Lingi	Rutino.
Fasano, Roberto	Colliano.
Falciano, Giuseppe Andrea	Sarno.
Galzerano, Ferdinando	Campora.
Jennaco, Alfonso	Bracigliasho.
Orlando, Pasquale	Salerno.
Pacelli, Pascasio	Buccino.
Pace, Guiseppe	Prignano Cilento.
Palombo, Antonio	Montesano, Marcelana.
Rubini, Alfonso	Capaccio.
Speranza, Biagio	Celle Bulgheria.
Torsiello, Vincenzo	Laviano.
Venosa, Nicola	Lolla.
Volpe, Michele of Guiseppe	Sala Consilina.
Vuccolo, Guiseppe	Palomonte.

District of Benevento.

DeGregrio, Leopoldo	Buonalbergo.
Mucciacciaro, Francesco	Campolattaro.
Palombi, Cristofaro of Carlo	Benerennoo.
Rinaldi, Nicola	Pontelandolfo.
Tommasso, Francesco	Puglianello.

District of Foggia.

Castelli, Beniomino	Sanserero.
D'Achino, Ginlio	Alberona.
Rigliese, Girolams	Cerignole.
Rago, Ruggiero	S. Angelo (Monte).

CALABRIE.

District of Catanzaro.

Name.	Town.
Adilardi, Saverio (municipal school teacher).....	Nirotera.
Colacino, Domenico	Tiriolo.
Candela, Cortese	Montelcone.
Di Tocco, Antonio of Giov. Battista.....	Tropea.
Lo Jacone, Francesco	Soriano Calabro.
Maione, Vincenzo	Sambiase.
Moscaro, Francesco	Iacurso.
Sgro, Guieseppe	Cotronei.
Satriani, Domenico	Briatno.
Serrao, Compasso Francesio	Filadelfia.
Sanseverine, Giov. Battista	Marcellinara.

District of Reggio Calabria.

Lanucara, Domenico	Bagnara Calabra.
Bopresti, Goivanni	Villa S. Giorauni.
Mon Tarro, Antonio	Serrata.
Pacicca, Antonino	Roccella Ionica.
Scali, Guiseppe.....	Ardore.

District of Cosenza.

Aversa, Francesio.....	Rende.
Calomini, Salvatore.....	San Fifi.
Cavaliere, Emilio.....	Mormanno.
Caglianone, Giovanni.....	Bounvicino.
Cetraro, Luigi.....	Sangiveto.
Curti, Giuseppe.....	Spezzano Albanese.
De Leone, Francesco.....	Morano Calabro.
De Paula, Aunibale	Rossano.
Di Gennare, Giuseppe.....	Cropalati.
Lo Ielo, Salvatore.....	Saracena.
Laconia, Giuseppe	Belvedere Marittium.
Laurito, Posquale	Lungro.
Martini, Luigi.....	Cetraro.
Mainieri, Rouo	Morano Calabro.
Nardi, Carto Alberto	Mentalto Uffugo.
Panebianco, Giuseppe.....	S. Donato Ninea.
Pulicicchio, Salvatore.....	Cosenza.
Pelligrini, Carmine	Castrovillari.
Persico, Giovanni	Diamante.
Ripi, Luigi	Oriolo.
Romeo, Berniamino	San Lucido.
Sicilian, Oronzio	Corigliano Calabro.
Staffa, Menotti	Falconara Albanese.
Zanfini, Rosario	S. Giorgio Albanese.

PUGLIE.

District of Avellino.

Name.	Town.
De Sanctis, Francesco Saverio (insurance agent, also) .	Avellion.
Jannuzzi, Angelo (doctor)	Calabritto.
Jorizzo, Fedele	Villanora del Battista.
Limongelli, Levnardo	S. Andrea di Conza.
Meoli, Gabriele	Chiusano S. Domenico.
Mignone, Alfonso	Sant'Angelosei Lombard.
Panza, Convillo Giacomo (druggist)	Flumeri.
Rinaldi, Michele	Calitri.
Sibilia, Maria Pietro Daniele (druggist)	Teora.
Taddei, Giorami	Ariano x Puglia.
Valentini, Filippo	Orsara x Puglia.

District of Bari.

Sabatelli, Berardino	Bari.
Santostasi, Girolamo	Monopoli.

ABBRUZZI.

District of Aquila.

Santilli, Ettore (bookseller)	Aquila.
Ciofani, Nereo	Pratola Peliqua.

District of Campobasso.

Brindesi, Olimpio	Trivento.
Colonna, Erminio Nicola	Termoli.
Colucci, Giovanni	Macchi Valfortore.
Di Santo, Dominco	Pescocostanzo.
De Martinis, Rouo	Monaclioni.
De Lellis, Ferdinando	Vastogirardi.
Ferrante, Luigi	Ripalimosano.
Tedeschi, Alfonso	Sepino.
Graziana, Gioranni	S. Giovanni in Galdo.
Marcantonio, Luciano	Ripalda.
Palladino, Germaro	Piccia.
Zilembo, Giuseppe	Ielsi.
De Vito, Antonio	Providenti.
Perpetua, Antonio	Iserina.

District of Chieti.

Cipollone, Conadino	Casacanditella.
Rinaldi, Giulio	Lanadri Peligin.
Seaccia, Giuseppe	Lanciano.
Magno, Eugenio	Arsogna.
Manzitte, Umberto	Vasto.

PUGLIE—continued.

District of Teramo.

Name.	Town.
Colantoni, Giuseppe	Giulianora.

BASILICATA.

District of Potenza.

D'Ambrosio, Ferdinando	Castelluccio Inferiore.
Dente, Mauro	Tricarico.
D'Orlando, Guisepppe	Maratea.
Gabbamonte, Francesio	Ruro del Monte.
Pietrafesa, Nicolino	Pignola.
Pricolo, Rouo	S. Giorgio Lucano.
Rinaldi, Giovanni	S. Chirico Reparo.
Tortorella, Francesco	Lagonegro.
De Marco, Antonio	Rotonda.
Cioffari, Guisepppe	S. Fele.

SICILY.

District of Palermo.

Pellegrino, Antonio (chevalier)	Palermo.
Allesandra, Givacelino	Alia.
Ajello, Mattes	S. Giuseppe Iato.
Bellanca, Pietro	Seriara Criddi.
Criscione, Pietro (doctor)	Mezzojuso.
Conti, Ferdinando	Villafraati.
Cassata, Salvatore	Cefalin.
Fiorentino, Luigi	Sclafani (Chiusa).
Fatta, Barnardino	Alia.
Guzzio, Salvatore	Valle d' Olmo.
Calogero, Fipolite	Do.
La Carera, Santo	Tiabia.
La Barbera, Antonio	Baucina.
Lisuzzo, Salvatore	Scillato.
Mosvato, Snofrio	Corleone.

District of Gercenti.

Caruso, Tguazio	Sambucia Zabut.
Chiarello, Vincerezo	Sciacca.
De Luca, Nicolo	Girgenti.
De Sanctis, Vincenzo	Castelterinini.
Ferreri, Vittorio de Salvatore	Mussomeli.
Mangiaracina, Francesco	S. Margherita x Belice.
Merlo, Alberto	Burgio.
Sortino, Andrea	Villafraanca.

District of Messina.

Garnier, Amedio of Leopoldo	Messina.
Garmier, Leopold (via Marina No. 42)	Do.

SICILY—continued.

District of Caltamisseta.

Name.	Town.
Amico, Giuseppe	Villalta.
Ferreri, Vittorio	Mussomeli.
Sagone, Gesualdo	Caltamisseta.

District of Catania.

Colajanni, Pompeo	Catania.
D'Alessandro, Nicolo of Francesio	Nicosia.
Sento, Gactano	Catania.
Sento Alfio, Alfredo	Do.

District of Trapani.

Cottone, Gasparo of Vito	Aleamo.
Scardino, Grisping	Poggioreale.

List of steamship companies carrying emigrants to United States from Italy.

Company.	Freight agents in Naples.	Place of departure.	Address of agents.
Anchor Line, Glasgow	Holmes Brothers ..	Naples....	1 Via Flavio Gioia.
Fabre Line, Marseilles	De Luca Brothers ..	do	17 Via Piliero.
National Line, Bordeaux	L. Balsamo & Co ..	do	1 Via Piliero.
Florio-Rubattino, Genoa	G. Orlando	do	28 Via Piliero.
French Trans-Atlantique, Havre	Gondrad Brothers ..	Havre	Via Lolo.
Red Star Line, Antwerp	L. Matia	Antwerp ..	34 Via Piliero.
North German Lloyd, Antwerp	Leopold Brothers ..	Genoa	Vico l'Piliero.

N. B.—The Red Star Line has almost given up the trade of Naples. The North German Lloyd has just commenced this trade from Genoa and their immigration agent in Naples is not known yet.

FABRE LINE, CYPRIAN FABRE & CO., MARSEILLES.

General agents—De Luca Brothers, Naples, 17 Via Piliero; G. Giglio & Sons, Genoa; A. Trifiletti & Sons, Palermo; P. Capanne, Leghorn.

Emigration agents—De Luca Brothers, Naples, 17 Via Piliero; Savarese Brothers, Naples, Via Lanzieri Sortadi Massa; J. Ter Kuile, New York, 31 Broadway; L. Durante, subagent, Chicago, 348 La Salle street.

Fleet of the company for the New York line: *Alesia, Burgundia, Gergovia, Pictavia, Massilia, Neustria, Britannia.*

Depart from Naples every fifteen days.

EMIGRATION AGENTS AND SUBAGENTS, ITALIAN STEAMSHIP COMPANY FLORIO-RUBATINO.

GENERAL AGENTS.

Guiseppe Orlando (commander of the *Crown of Italy*), Naples; licensed to act in the districts of Terra di Lavora, Cosenza, Reggio Calabria, Benevento, Avellino, Campobasso, Terramo, Bari.

Napoleone Lanza, Naples; licensed to act in the districts of Salerno, Reggio Calabria, Catanzaro, Caserta, Foggia Benevento, Avellino, Teramo, Cosenza, Bari, Potenza.

SUBAGENTS.

CALABRIA.

District of Cosenza.

Name.	Town.
Guiseppe Maria Pesca	Cerchiara.
Guiseppe Santoiarim	Castrovillati.
Vincenzo De Ciancio	Montalto Uffugo.
Carlo Licari & Co.	Paolo.
Vincenzo Serra, late of Pietrangelo	Teliso.
Umile Biondo of Guiseppe	Maieri.
Guiseppe Mazzone	Fiume Freddo Brusio.

NAPLES COMPANIA.

District of Avellino.

Lorenzo Venezia of Raffaello	S. Angelo al l' Esca Paterno poli, Mirabello.
Enrico Antoniello of Francesco	Andretta, S. Angelodeo Lombardi.

District of Salerno.

Angelo Maria Marandino	Salerno.
Domenico Battista, late of Crescenso	Castropignano.

BASILICATA.

District of Potenza.

Antonio Rossi	Rivello.
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These subagents in turn have numerous "runners" or subagent substitutes, who receive part of the commission paid to the subagent for each emigrant whom they induce to embark. Their fee is usually 2 lire (about 40 cents) per capita. A rough estimate would place their number at about 4,000 in Italy, which is nearly double the number aiding the Cunard and Inman lines in Great Britain and the continent. I have not been able to make an estimate of those assisting the North German Lloyd Company,* because they do not solicit openly as it is in violation of the law of the land. The emigration literature which I found in Germany was invariably printed in some other country. (See German pamphlets herewith printed in Belgium and Holland.

*The North German Lloyd has made more trips during the past year than any other line, and ticket agents in Europe, whom I questioned about this line, were under the impression that they employed as many subagents as any of the other transatlantic companies.

TABLE I.—*Emigration from 1869 to 1875.*

[These tables are compiled from information received at the mayor's offices, and from the registered number of passports delivered.]

Year.	Italian emigration.		Total.	Year.	Italian emigration.		Total.
	Perma- nent.	Clandes- tine.			Perma- nent.	Clandes- tine.	
1869.....	22,201	14,040	36,241	1874.....	16,375	17,362	33,737
1870.....	16,427	11,444	27,871	1875.....	13,260	27,253	40,513
1871.....	15,027	11,068	26,095	Total	154,680	98,673	253,553
1872.....	35,330	5,585	40,915				
1873.....	36,260	11,921	48,181				

TABLE II.—*Emigration from 1876 to 1890.*

Year.	Male	Female.	Total.	Year.	Male.	Female.	Total.
1876	13,268	6,488	19,756	1884.....	44,268	13,681	58,049
1877.....	13,409	7,678	21,087	1885.....	56,161	20,868	77,029
1878.....	12,398	6,137	18,535	1886.....	61,512	23,843	85,355
1879.....	28,632	12,192	40,824	1887.....	91,935	35,813	127,748
1880.....	26,285	11,649	37,934	1888.....	127,902	68,091	195,993
1881.....	30,201	11,406	41,607	1889.....	81,267	31,826	113,093
1882.....	49,780	15,959	65,746	1890.....	75,786	28,947	104,733
1883.....	53,782	14,634	68,416				

Grand total, 1,074,907. The great disparity between the number of males and females denotes either "birds of passage" or "contract laborers."

Emigration from 1887 to 1890.

ITALIAN PORTS.

[From seaport officer's report.]

	1887.	1888.	1889.	1890.
Naples.....	35,377	42,779	19,942	40,258
Palermo.....	685	3,155	4,938	3,093
Genoa.....	97,875	172,676	108,935	67,810
Others.....	265	.....	266	.....
Total	134,202	218,610	134,081	111,161

Grand total, 593,054.

FOREIGN PORTS.

	1887.	1888.	1889.	1890.
Marseilles.....	27,145	33,990	16,442	12,939
Havre.....	11,015	10,444	9,414	12,854
Bordeaux.....	1,211	1,334	1,233	1,126
St. Nazaire.....	69	76	.....	.....
Antwerp.....	624	600	611	794
Hamburg.....	104	66	112	73
Bremen.....	30	29	44	28
Total	40,198	46,539	27,856	27,819

Grand total, 142,412.

Emigration from 1887 to 1890—Continued.

RECAPITULATION.

Year.	From all ports.	From Italian Government statistics.
1887.....	174,400	127,74
1888.....	265,149	195,99
1889.....	161,937	113,09
1890.....	138,980	104,73
Total.....	740,466	541,56

Difference, 198,899, of which 142,412 sailed from foreign ports where passports are not required, leaving 56,487 having no passports, working wherever they can and moving about Europe.

There are about 22,000,000 people in Italy who do not own their homes, most of whom will in time be induced to emigrate by this horde of sub-agents. The prospect for the rich harvest in the Italian emigration of the future has induced the North German Lloyd Steamship Company to open a new line within the last thirty days, to sail from the port of Genoa, in Italy, to the United States, in ships especially fitted up for the traffic. I met persons who represented themselves as their agents, in Sicily, whose business it was to establish subagencies, and traveled with them, together with Commissioner Powderly, to Palermo. They were elated with their success, and anticipated a full share of the trade, as tickets are bought "*en bloc*" on this side and in blank transmitted to the other side, prepaid, to persons who are unable to pay for them until they have earned the money in the United States. Blocks of these tickets in blank I procured in this country.

There are about 80 so-called Italian bankers in New York, who have grown prosperous on the interest received on the money advanced for prepaid tickets, and out of the traffic in contract labor. Some of these bankers have been knighted by the King of Italy, and hold their titles to-day, although their former record in courts of justice was very unsavory. The prepaid-ticket system should be abolished. This would not hinder relatives from sending money direct to their families, but would prevent the sale of thousands of tickets because the individuals and subagents could not be trusted with the money.

The "Compagnie Generale Transatlantique" runs special emigrant trains from Basle to Havre, by way of the Jura Simplon railroad in Switzerland and the Chemin de Fer de l'Est in France, on which they forward emigrants from all parts, induced to migrate by various emigration agencies, principally that of "Zwilchenbart" of Basle. They gather all such emigrants as are unable to obtain passports in their own country, some being fugitives from justice, persons under police surveillance, or defectives. They are fed on the trains, while in transit, by the railroad company, and are even provided with wine at their meals. Others, who are too poor to pay railroad fare for third-class passengers, tramp to the border, camp out nights, and finally find their way to Havre or Boulogne, where they make use of their prepaid tickets, on which they are booked through to the United States.

I transmit samples of blank prepaid steerage tickets, which are issued "*en bloc*" to agents, subagents, storekeepers, and even to United States postmasters, by the steamship companies. I procured these tickets from a person in this country, who gave them to me on condition that I cut out the numbers, in order that the companies might not identify the place from whence they came. This ticket

agent informed me that they are authorized to sell them on installments, as low as \$2 per month being paid on them; and they can be issued in quantities in blank to anyone who desires to bring any number of laborers over under contract. Some of these tickets have a space for amount of cash to be paid to passenger, and are printed in three languages on the same ticket.

Vice-Consul, Gen. King, at Paris, told Commissioners Cross, Powderly, and myself that he had recently noticed large parties of very poor and ragged Italians passing through Paris on their way to Havre and Boulogne; and that neither he nor anybody else could get any information from them or from the steamship companies concerning these emigrants; and he advised us not to consult the steamship companies if we wanted to get information. Some of these emigrants tramp through Switzerland, Belgium, Holland, and Germany to embark from the various ports, such as Antwerp, Amsterdam, Rotterdam, Bremen, and Hamburg.

I interviewed a number of them at Antwerp, and those, who would talk at all, had the same story. They believed that grapes grew wild along our railroads, and that the price of labor was four times as great as in Italy, and that there was a great demand here for their services.

Mr. Holme, the agent of the Anchor Line at Naples, admitted to me in the presence of Commissioner Cross, that over three-fourths of the emigrant tickets were prepaid on this side, and as the fare from Naples to the United States is \$8 less than to Brazil, or any other transatlantic country, the majority of the poorer emigrants come to the United States. He also stated that his company acts as bankers, and that the volume of money sent from the United States by emigrants to their relatives and friends in Italy was surprisingly large. He also stated that some of the Italian banks in New York had branch houses in Naples, which handled the earnings of these emigrants and advanced the money to such as were unable to get prepaid tickets from this side, such as were without relatives or friends in America.

One of the De Luca Brothers, steamship agents and bankers at Naples, said, in conversation with Commissioner Cross and myself, that the steamship companies' pool, whose conference he attended in England recently, had decided to pay all expenses of litigation in the United States relative to emigration matters; and he complained that the steerage agreement then made in England had been violated by the North German Lloyd Steamship Company, namely, that they had fitted up their steamers for the steerage traffic, after having agreed not to embark in the same.

The revenue which the Italian Government collects from passports amounts to an important item in their budget. They obtain \$3.50 for each passport, and are not very particular as to whom the same is issued. In this connection I shall quote some paragraphs from a letter of one of our consuls in Italy, which letter will be found in Vol. I, Appendix, page 313.

He says:

The effect of the local requirement as to passports is destroyed by persons presenting themselves for certificates under assumed names. The record is examined for that name, no charge of course is found, and the certificate is granted; and by this means criminals of the deepest dye obtain certificates.

It is also believed that in order to free the community of notoriously bad characters they issue such certificates under an assumed name, even though the person applying is well known.

Existing local requirements therefore don't prevent the emigration of criminals, this is unfortunately too well known, and has no effect whatever on the old and de-

crepit ones, or those afflicted with contagious or loathsome diseases, the latter which prevail to an alarming extent.

Italy would not willingly lose those of her people who would make useful citizens in the United States; and she would only consent to give up to us such of her people as in no event should be permitted to put foot on American soil.

He advocates examination by consular agents or employes at the houses of intending emigrants, although his district is large, and the people, as he states, "capable of more deception than any other place on earth, and that it could not be properly done at less expense than \$2,000 per annum; that the majority of the emigrants from his district are from the rural districts, and they live almost all in small towns and hamlets, and that from these small towns in the interior emanates a large majority of Sicilian crime and criminals."

The interpreter whom Commissioner Powderly engaged in Naples (see Report of Commissioner Powderly), and who accompanied us on board the steamer *California*, had been to this country four times since the preceding month of May, in the capacity of an assistant interpreter paid and graded on the books of the steamship company as a steward and whose duty it was to instruct the steerage passengers what to see and how to land at Castle Garden. He exhibited his commission, such to Mr. Powderly and myself, and it was signed by a well-known steamship agent in New York City, belonging to the Anchor Line.*

Commissioner Powderly and myself represented ourselves as persons who were looking for contract laborers; and while the agents agreed to furnish us with as many as we wanted at the rate of 50 per day, they expressed astonishment that we had taken the trouble to come to Italy for that purpose when it could have been done just as well by their agents in Mulberry street, New York.

I exhibit herewith a circular letter drafted by the chairman of the commission (with the exception of the questions on the last page which are my own suggestions). I find that out of the hundreds of American consuls in Europe only sixty-seven responded at all. The majority favor foreign certification, twenty-three make no reply as to diverted emigration, and four answered "don't know." Nine say nothing relative to steamship companies encouraging migration, which was the first question put to them; and only four positively state that emigration is at all promoted by steamship companies. Three additional ones make indefinite statements. As, unfortunately, a number of our foreign consular representatives, usually the vice-consuls, are very intimately connected with foreign steamship companies, some of the being steamship agents, the unsatisfactory result of these inquiries is not surprising.

One of these consuls, whose district is in Germany, heads his letter confidential, and in reply to the question relative to diverted emigration says:

It would be hard, indeed, to submit such proof as a court of law would consider sufficient, yet your committee and our people in America know that hundreds of emigrants go to America when they can't go elsewhere; which means, of course, that Europe is unloading undesirable persons on us. The United States has played "asylum for all nations" long enough, and in my humble opinion the time has arrived for emigration to be decreased, if not suspended altogether, at least for a decade.

His letter will be found in vol. II. His testimony is important, because he is located contiguous to Russia, Poland, Austria, and Hungary, and because it is confidential.

While at Naples, together with Commissioners Cross and Powderly we inspected the embarkation of a cargo of emigrants on the steamer *California*, of the Anchor Line, whose headquarters are in Glasgow

*For name see Report of Commissioner Powderly.

Commissioner Powderly and myself boarded the steamer *incognito*, and witnessed the sham inspection of emigrants before sailing, and we noticed the change in the inspection when Commissioner Cross came on board *in propria persona*. He was accompanied by the agent of the Anchor Line and the American consul, and as soon as the tender came in sight the medical inspection was rigidly enforced. All passengers were vaccinated, and their passports received the strictest scrutiny.*

Two of the intending emigrants were rudely cast aside and put in charge of the police as being criminals under surveillance and endeavoring to embark on passports issued to other persons. Yet, when Commissioner Cross and myself left the steamer, these same individuals were allowed to go in the steerage and embark to this country.

Others were allowed to pass who were afflicted with diseases, notably contagious diseases of the scalp, which were plainly visible around the edges of their bonnets and caps, which were not removed during the course of the sham medical inspection; still others, particularly those from the various provinces of northern Italy, who suffered from a prevailing constitutional disease called "Pellagra" (due chiefly to improper nourishment, and which it is said frequently ends in suicidal mania), were allowed to pass the medical inspector without the least attempt at scrutiny and without a single rejection. According to Commissioner Powderly, only one person was taken from the ship before it sailed, and on inquiry Commissioner Powderly, who remained on guard until the steamer sailed, found that this one person had not possessed himself of a passage ticket. I made some inquiries at the police headquarters the following day relative to these persons, and was told that those who had been rejected in the presence of Commissioner Cross had afterwards proven that they were entitled to embark, except the one who had been rejected. The conversation between the police lieutenant and the agent, Chimino (who is said to be a millionaire), about these men was of a lively and interesting character, the agent protesting against even the temporary setting aside of any of the emigrants in the presence of the Commissioner, stating boldly that if they were rejected on this side he would be responsible and would pay for their return passage. The police officials maintained that it was good policy to reject them at that time, but the will of Agent Chimino was carried out.

I am satisfied that no dependence can be placed on any restriction based on inspection by steamship companies or their agents; and that we can not rely even upon the police regulations of foreign countries, which in Italy and in Germany prohibit the departure of criminals or persons under police surveillance; and that emigration should be sifted at the port of embarkation by our own special officials, as well as at the port of debarkation. Nothing short of this will restrict undesirable immigration except a higher per capita tax.

The struggle for existence in Italy is more severe than in any other country on the continent except possibly Russia. About 15,000,000 persons out of a total of 30,000,000 are dependent on agriculture, which governs the economic situation in Italy. From a report recently issued of the English foreign office, it appears that the net income derived from the land in Italy, after payment of taxes, barely exceeds £40,000,000 sterling, owing to the limited amount of land under cultivation, which necessitates the importation of 50 per cent of the food products con-

*In this connection I will state that while in the steerage of the steamer *Servia*, disguised as a pauper and assisted by an English society, I received a certificate of vaccination from the ship's surgeon, never having been vaccinated. The 252 other passengers received their certificates in just twenty-two minutes. (See original certificate of Surgeon Sydney E. P. Cade, Cunard Line, filed herewith.)

sumed. The direct taxes alone, governmental and communal, amount to about £9,560,000; exclusive of the salt income, the cattle duties, and the house duties, which amount to £5,560,000.

Mortgages also constitute an important item in the list of difficulties against which the people have to struggle. Just a year ago the total interest-bearing mortgage debt in Italy amounted to £360,000,000; and it is roughly estimated that £200,000,000 are represented by mortgages on land, and the remainder by mortgages on houses. When the interest on these mortgages is deducted from the £40,000,000 produced by the land, the balance can not be very considerable.

Emigration, or the opening of opportunities to labor, are the only alternatives; for the earnings of the peasantry must be governed more or less by the means of their employment. They cultivate plots of from 3 to 7 acres, and supplement their meager incomes by hiring themselves out as day laborers. Others are tenant farmers, cultivating farms of from 20 to 50 acres in the northern and central parts of Italy, and from that to 250 acres in the southern part. Their tenure is a mixed system of sharing and rental, paid in kind, or cash, of which the landlord gets the lion's share.

The laborers are of two classes, the one permanently attached to the farms, the other casual. It is the casual class to whom attention is chiefly turned with regard to the labor question. With the increase of population, added to the depreciation of agriculture, the difficulties in the way of the day laborers obtaining a regular living are always on the increase. They are badly fed and are poorly housed. They are illiterate, and the prevalence of rural thefts shows one way in which but too often they attempt to procure maintenance for their families. In many districts they can not earn by regular work more than between \$40 and \$60 per annum. The women are employed in the avocations with the men. I have seen them in the stone quarries, carrying huge stones on their heads. They work also on the building of railroads, and, as in other continental countries, it is a common sight to see them harnessed to wagons on the streets, beside a mule, a cow, or a dog. They worked beside the men in laying the stone pavements in the streets of Naples.

Active signs of discontent have become manifest, and local associations for the purpose of resistance have been formed. Strikes are occurring in various parts of the country, and there seems to be a universal combination against the enforcement of all laws relating to property. Whenever cases are brought to trial no witnesses will testify, and those who would be removed. There are about 5,000 murders committed annually, according to Italian statistics.

I was informed by an American consul (Pugh at Palermo) that in a trial in which a member of the Mafia was involved, one of the witnesses had to be protected by being placed in an iron cage while in the court room, for fear of personal violence from the populace, because he gave testimony. While we were in Italy, in a case in which the Mafia were supposed to be implicated, it was necessary to have a change of venue, and the trial was transferred from Palermo to Naples; ostensibly for the convenience of some of the parties interested, but really (as I was informed by the former vice-consul at Naples *) because witnesses would not testify in the case if the trial were held in the community where the case originated.

This condition of affairs necessitates a large force of local police, to

* For name see Commissioner Cross's report.

which is added almost an army of gendarmes, who are a police, but not of local character, and travel from one province to another; and a large standing army and magnificent navy, much larger than can be conveniently supported by any community, are enrolled. Besides this there is a large population who belong to religious societies and communities, who are also nonproducers and must necessarily be supported by those who labor. These various classes (soldiers, sailors, police, and religious), to which must be added the landholding aristocracy, are responsible for the poverty of the people, who are forced either to emigrate or suffer hunger, because their burden is too great to be borne.

In fact, emigration is the only safety valve which prevents an explosion, not alone in Italy, but in Great Britain, Germany, Austria, and Russia. It is the solution adopted by foreign diplomats to a great problem of state, and serves as the strongest prop of top-heavy and expensive governments.

In the course of an interview with the venerable Cardinal Manning, at his residence in London, his eminence, in speaking of emigration and immigration, stated to me that one of England's greatest blessings was her ability to get rid of her pauper classes through emigration to her colonies and to the United States, and that if this conduit were closed for a decade, revolution would result. He stated that he had carefully examined the question of emigration, and that the underlying reason therefor was that to-day in England 34 out of every 35 of her population were "lacklands."*

FRANCE.

The Republic of France is a shining exception to this rule, because of the better form of government and better distribution of land and money, and their admirable system of "profit sharing" in the industries. As a consequence, emigration from that country to any other is infinitesimally small, and the prosperity of France helps other countries out of difficult situations. Whether its recent effort in behalf of Russia will be sufficient to stem the tide of destitution and prevent the sacrifice of millions of lives from starvation and disease is yet an open question.† The monopoly of land and money is the universal cause of emigration.

RUSSIA.

The alleged persecutions in Russia, so greatly magnified because of England's unfriendliness to Russia, exist only in the fancy of Russophobists and of persons who have never looked into the economic situation in Russia, and as the American press gets most of its information from English sources and not from Russian papers, only one side of the case is presented. While it is true that certain edicts have been in force since 1882, which are intended to bring about industrial reform and concern economic conditions solely, both in essence and effect, and which are exclusively directed against persons who are not born in Russia, yet they are unquestionably in the interest of the general welfare of the Russian people, and their political wisdom will be better appreciated by the world at large when the economic reforms intended have been accomplished.

While Hebrews who do not belong to the "First Guild" (that is, those who are financially responsible) have been restricted to what is called the Pale of Settlement, about sixteen provinces, which includes the warmer and more fertile part of Russia and the whole of Poland, extending from the Baltic to the Black Sea and into the interior to the border

* Landless.

† Contagious diseases are a corollary to poverty, hunger, and filth.

of Courland, Livonia, Pskov, Smolensk, Orel, Kursk, Kharkov, Don Cossacks, and the Sea of Azov; yet the fact remains undisputed that while their proportion of population, compared with the Christians, is as 1 to 20, less than one-third of them own nearly one-half of the entire wealth of the country. This is a matter of general notoriety in Russia and has an important bearing on the social status of the Hebrew.

Those who are prosperous never think of emigrating to this or any other country, and are exceedingly anxious to be relieved of the support of their less fortunate coreligionists, and have in the past adopted numerous colonization schemes, notably in Palestine and Argentina, where lands and pensions of money await Jewish settlers who would adopt agriculture as a profession. Yet all such efforts have proved failures, and the majority of those who have emigrated in the past have returned to Russia.

While at Odessa I saw large numbers of these unfortunate people, who had returned in a body, and who were given prepaid tickets by the Jewish societies and booked through to America. They were intelligent people, able to read and write Hebrew, and nearly all of them were conversant with the German language, numbers of them having been born in Germany or Austria, which countries have by less direct means (through anti-semitic societies, etc.) made life so uncomfortable to the Hebrews that to-day they only comprise one-eightieth part of the population, though it is said that part owns about one-third of the wealth of Germany, the poorest classes having emigrated to other countries, principally to Russia and Austria-Hungary. In Hamburg, Bremen, Antwerp, Rotterdam, and Amsterdam I found the emigrant boarding-houses taxed to their utmost capacity with these so-called refugees, who were being supported by their own societies, and latterly by funds collected at public meetings, and who were awaiting their turn to be sent to America. I believe that fully 20,000 of them were depending on charity for existence in the continental cities which I visited.

As I understand the Russian edicts, they are intended to keep persons in their native provinces and not to expel them from the country. No native Russian Jew has ever been expelled from his home simply on account of his belief or non-belief; other causes enter into each equation, *sui generis*, a number of Jews have in recent years been raised to the nobility in Russia. They controlled the commercial life of great cities, like Moscow, St. Petersburg, Kieff, and Riga, where their intellectual supremacy and subtlety asserted itself, and the old acts from the statutes of other countries were enacted against them, and they were sent from the cities back to the provinces from whence they came.

Here their superior skill in trade again manifested itself. They crowded others out, the weaker members of their own race as well as Gentiles, and now town and country are alike against them. It takes the entire energy of the Government, with all its military strength and power, to prevent an uprising of the peasantry, who are bent on what they call "taking back their own;" and it would not be surprising to those who understand the situation if in the near future the whole power of the Government will be unable to protect the rich from the starving Russian peasants. Self-preservation is the first law of nature, and there are to-day in Russia nearly 15,000,000 peasants on the verge of starvation, with no prospects in the immediate future except misery, disease, or death.

The total population of Jews in Russia is only 5,000,000 souls, while the Christian population is over 100,000,000. The former live just the same in the Russian provinces as they do in Austria-Hungary, where there are no edicts against them. The rich are even wealthier, yet the poor are just as poor; but, no matter how great their poverty, they shrink from manual labor. They will not dig nor farm, nor will they carry a hod. They receive assistance and are a great financial drain on their wealthy coreligionists on the continent, who hope to shake off the burden by means of immigration and colonization.

On the other hand, I saw families of honest, simple Russian peasants along the roads, seeking work of any kind, carrying their bag and baggage, leaving the barren old homestead, sullen, gloomy, and silent, traveling from place to place seeking a better location, and driven to such a state of desperation that they would accept nothing as a loan. "A gift or nothing" was their reply to those who would lend to them. Experience had taught them that in the long run they were as well off with nothing as to borrow and pay interest or to work on shares.

The town of Brody, which is near the Russian frontier, the largest purely Jewish town in Austria-Hungary, which was formerly one of the free cities of the Empire and then a flourishing place, has now lost its freedom and has become poorer and poorer, and how its 20,000 inhabitants make a living is a mystery to the most careful observer, the majority being middlemen or peddlers. The Hebrew in Europe has the reputation of being a nonproducer, and this is why his coming is so dreaded all through Europe, and accounts for the vigilance with which the "committees" keep him moving along the line until he embarks for a foreign shore, his own wealthy coreligionists being more anxious to be rid of him than others.

At a mass meeting which I attended in London, and which is hereinbefore described, it can be noticed from a careful perusal of the speeches that were made,* that each orator, among the members of Parliament who spoke, in turn avowed at the beginning of his remarks that the question of race had nothing to do with the meeting; and yet, before their speeches had been half delivered, their remarks were directed entirely against the Jews. Only one of the speakers, Mr. Benj. Tillett, was frank enough to avow the real purpose of the meeting at the outset of his remarks, which he plainly stated was "for the purpose of working up a sentiment among the English people, in order that legislation might be had in Parliament for the purpose of restricting the immigration of destitute aliens, and to prevent pauper Russian Jews from further degrading the east end of London by spreading the sweating system, driving out English workmen, and lowering their wages."

At Amsterdam I met a party of Russian Jews, who were detained one week because they had been overcharged on a German railroad, in transit from Memel, in Russia. Every member of the party lacked 4 marks, or about \$1, and they telegraphed to the Jewish society, which had paid their way over, and received the money, which enabled them to sail the following week, notice of which I furnished the Department at the time, giving a description and names of some of the party, together with other particulars.

These persons were sheltered in Jewish boarding houses, and instead of paying for their board and lodging they signed printed and prepared tickets in stub books, which were paid for in bulk by the Jewish society. These tickets were torn off and given to the emigrants as receipts, while the stub end was retained by the lodging-house keeper

* See London papers of July 25, 1891.

for payment, and shows the date of arrival, name of guest, number of adults and children, and date of departure. I file, as an exhibit, part of one of these receipts.

The pauper Russian Jew is not welcome anywhere in Europe; and in Palestine and Argentina, where he is welcome, he does not remain. In spite of reports that the Hirsch fund is intended to colonize them there, statistics show that double the number of Hebrews that now reside in the Holy Land have arrived at the port of New York alone during the last year, 50,000 having been recorded at Castle Garden with Russian passports. According to reliable statistics, there are 3,500,000 Jews in Russia, Poland, Roumania, and Austro-Hungary, that may properly be called paupers.

During the past year (1891) the number of Poles who arrived at Castle Garden is given as 27,997; the number of Austrians is given as 27,701; the number of Hungarians is given as 25,201, and including 49,624 with Russian passports, the total runs up to over 130,000, four-fifths of whom, at a moderate estimate, are Hebrews, and most of whom settled in our great cities. About one-third of them are in New York to-day.*

On Sunday, November 1, 1891, in company with Commissioner Powderly, I visited the Jewish quarter in New York City, and found that nearly all of the inmates of the tenement houses were at work, just as they had been on every other day of the week, including Saturday. Doubtless a statement of these facts will be ascribed to prejudice, but anyone who has any doubts can easily reassure himself by an inquiry into the subject.

It has been frequently denied that Jewish committees exist in the various cities throughout Europe for the purpose of colonizing their indigent poor in this country, and, for this reason, I quote from sworn testimony taken before a select committee on emigration and immigration of the House of Commons, and use only such testimony as is given by prominent Hebrews who are not prejudiced against their coreligionists, and who belong to the societies which send us their detritus from places like Berdicheff, the city where the great Russo-Jewish fair is always held, and which has a population of 100,000, of whom 90,000 are Jews.

Four-fifths of the people are middlemen and live in garrets, sheds, filthy cellars, or the dilapidated bazars where the fairs are held, and nothing is done to improve the sanitation of the town or the health of its stoop-shouldered and debilitated inhabitants. The only buildings which attract notice on account of cleanliness are the two Christian churches. The sanitary condition which obtains in Austro-Jewish cities like Brody, Lemberg, and Márámorez Sziget is still worse, except in the Christian quarters of those cities, which are scrupulously clean. Kieff, the Mecca for Russian peasant pilgrims, affords a strong contrast with its neighboring city of Berdicheff, on account of its beauty and cleanliness. Here the poor Jews are obliged by legal restrictions to confine themselves to certain streets, which are kept clean through the rigid enforcement of strict sanitary regulations.

The Turkish Government has enforced edicts prohibiting the landing of Jewish families on Turkish soil, not even allowing them to pass over Ottoman territory en route to any other country, basing their edicts on sanitary grounds. No economic reason is given. It can not be said that it is religious persecution on the part of the Turks, for in their edicts no exception is made in favor of Mahomedan Jews.

* If persecution is the real cause of this pauper invasion, *a fortiori*, this Government should interdict such immigration at once, and not allow itself to be the world's waste-basket.

In the city of Naples, with a population of 600,000, less than a dozen Jewish families exist. In the southern part of Italy there are none. Yet there is plenty of idle land there, enough for all the Italians and Hebrews in the world, which could be cultivated by agriculturists, in a sunny land and amid beautiful and historic surroundings.

It may be that the efforts of Baron Hirsch to make farmers out of his coreligionists will now be successful, but the fact remains that all such experiments in the past have proved unqualified failures; and even though the land is given to them, they will farm it out to others without working thereon themselves, and content themselves with part of the proceeds. I have dealt with this subject without sentiment, which, in my opinion, has no place in an economic problem like immigration or emigration; if it has, then the Chinese exclusion act is a "monstrous wrong," and should be repealed in order to permit them to overrun this country and drive American labor out of the market. As a class they have several advantageous qualities not possessed by the majority of those who entered our gates during the past four years. They are clean, healthy producers of wealth and have no ambition to control the politics of the country. The Australian colonies not only shut out paupers but the foreigners who were not paupers, and did so in direct defiance of the law of England, their home government. The answer made by the premier of New South Wales, Sir Henry Parks, was: "I care nothing about your cobweb of technical law; I am obeying a law far superior to any which *issued their permits*, namely, the law of the preservation of society in New South Wales." Australia is a young country, a large country, and requires a working population, but they did not see fit to allow themselves to be overrun by an unsifted, untaxed, unlimited importation of paupers or debased cheap labor for the sole benefit of a few land-syndicate steamship companies, or so-called captains of industry. They did not interpret the "general welfare" as synonymous with the welfare of the generals. They took a firm stand and held it without any trouble, not even a strong remonstrance from their home government. That immigration should be sifted more carefully in America is apparent to the veriest tyro in economics or sociology. The *laissez faire* policy must be reversed if our free institutions are to be maintained and the dignity of labor sustained, even though further restriction should reduce the profits of the great alien fleets of steamship companies * or of the coal barons or land speculators.

England foists its superannuated pensioners on us by anticipating their annuities for a period of ten years and paying the same to them in a lump sum through their consular officers in this country as an inducement to emigrate. This class of decrepits is quite numerous, as it embraces those who have served the British Government twenty-five years or more in capacities ranging down to constables and dock watchmen. One of the "dock force" at Liverpool told me in the presence of Commissioner Powderly that the most of them availed themselves of this offer because it was more money than they ever got together at one time. Another venerable sage, whom I met in the steerage of the steamer *Servia*, Cunard line, on his way hither was accompanied by his aged spouse and knew more about New York hospitals and asylums than I did, though I have made a study of charity organization matters, and have for some years been an official delegate to the annual conference

* I use the word "fleets" advisedly, both on account of their great strength numerically and on account of the character of their construction from a naval point of view. The steerages of these ocean greyhounds are fitted to carry masses of men, while their decks are built to support the heaviest armament.

of charities and correction, appointed to represent the government of the District of Columbia. This veteran could recite the bills of fare in our institutions from breakfast to supper, and enumerated every accommodation which was an improvement on those which obtain in the old country. For ten years last passed I have been personally acquainted with a survivor of "Balaklava," one of the famous "six hundred," who has held and now occupies a Government position in one of the Departments in this city—a pensioner of the United States Government.

BELGIUM.

There is no organized emigration movement in Belgium. The working classes are well organized and do not allow foreign labor to compete with them. They are and have been strong enough to keep out of their country the use of labor-saving machinery, and the diversification of employment still exists; that is to say, nearly everything is made by hand. The land is more evenly divided among small holders, and very few persons emigrate. A system of profit-sharing has obtained in many places with excellent results.

From the foregoing report it will be seen that there are many persons engaged in the business of transferring from the moribund systems of European misgovernment vast numbers of their "dangerous," pauperized, diseased, decrepit, and criminal population, not only as a safety-valve to their own overstrained machinery, but to serve as an element of weakness in this Republic, the greatness of which they view with growing alarm.

Some of those persons are the occupants, or heirs apparent, of thrones, officers of charitable societies and boards, and agents of carriers by land and sea, some of the latter subsidized by foreign governments to monopolize the ocean-carrying trade.

Others are within the bounds of these United States, who distribute the human detritus as contract laborers, imported by them to increase dividends at the expense of wages and the dignity of labor.

Still others organize these malcontents into groups to wage war on our system of government, and endeavor to bury popular sovereignty beneath a mass of un-American jargon and bomb-throwing anarchy.

The remedy is not less conspicuous than the wrong, viz:

(a) The creation of three resident commissioners located respectively at London, Berlin, and Naples (the chairman to be a medical expert), with local agents under their direction at the principal ports of embarkation, whose duty it shall be to furnish credentials to desirable emigrants and to report to the Superintendent of Immigration all cases likely to be in conflict with our laws.

(b) The reorganization on an efficient basis of the present system of inspection at our own ports and frontiers.

(c) A protective per capita tax on all immigrants at the point of entry into the United States.

(d) The abolition of the prepaid-ticket system.

(e) Improving the steerage for the protection of passengers, so as to afford proper space, light, ventilation, and sanitation.

(f) An enabling act authorizing the nation's Executive to interdict immigration, wholly or in part, and to enforce a national quarantine in cases of extraordinary emergency, such as war, pestilence, or diplomatic exigency.

I have the honor to be, very respectfully, your obedient servant,
HERMAN J. SCHULTEIS,

Member Special Committee, United States Treasury Department.

Hon. CHARLES FOSTER,
Secretary of the Treasury.

TREASURY DEPARTMENT,
Washington, March 3, 1892.

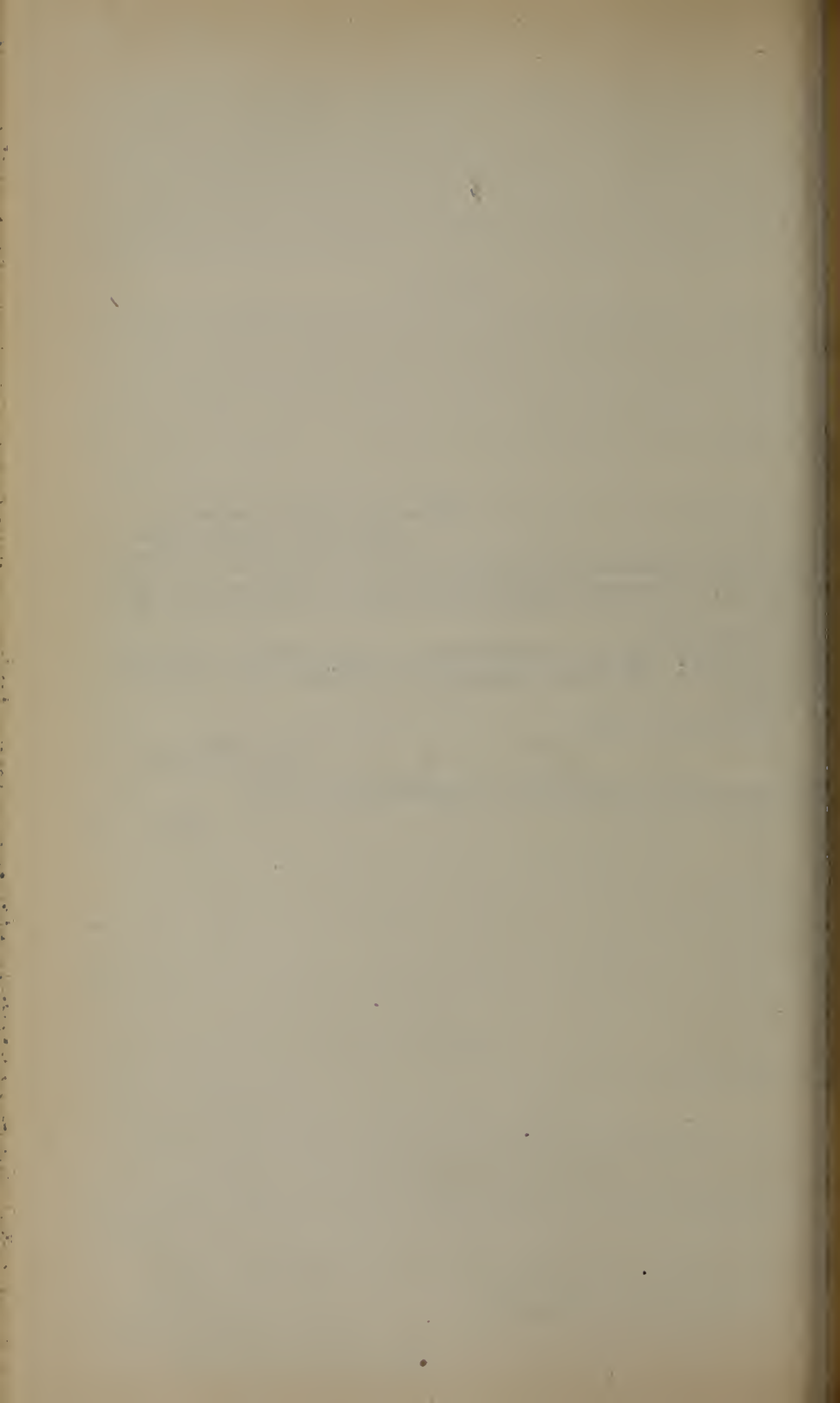
SIR: I have the honor to transmit herewith an appendix to the report of Mr. H. J. Schulties, who was one member of the Commission of Immigrant Inspectors sent abroad in June last to investigate the subject of immigration.

This appendix was only received by the Department on March 1, instant, and hence did not accompany the main report when submitted to Congress.

Respectfully, yours,

O. L. SPAULDING,
Acting Secretary.

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.



APPENDIX.

[Consulate of the United States of America, Thomas H. Sherman, consul; William J. Sulis, vice and deputy consul; J. C. Sherman, deputy consul.]

RICHMOND BUILDINGS, 26 CHAPEL STREET,
Liverpool, July 14, 1891.

SIR: Agreeable to your wish expressed during our recent conversation I inclose herewith answers made in September, 1888, by my predecessor, Mr. Russell, to a series of questions from the Department of State concerning emigration from this port.

These answers, I think, would apply equally well to similar questions put to-day. You asked my views respecting the proposed appointment of inspectors in each principal consular district, whose duty would be to ascertain the fitness or unfitness of citizenship of every person intending to emigrate to the United States.

I think it must be apparent to all that a thorough system of inspection abroad must be established before we can hope to keep out the great numbers of undesirable characters that would flock to our shores, and that such a system would best be executed by active and trusty officers sent from the United States for this purpose alone. In some cases, no doubt the consul could select from among the natives a competent and faithful man whose knowledge of his field of work would give him great advantage over a man new to it. In some districts these inspectors would have to be in the field about all the time learning the character and qualifications of each person who had previously made known his intention to make the United States his home.

The time has come, it seems to me, for very rigid enforcement of very full and strict regulations respecting emigrants, and, as I have already intimated, the starting point is the present home of the emigrant. Let him, as his first step, formally make known to the consul nearest his home his desire and intention to emigrate to the United States. The consul would reply with a blank form propounding the necessary questions which must be answered under oath; this preliminary step should be taken, say, two, three, or six months before the issue of a certificate of fitness. Meanwhile the consul could send to the inspector this man's address and his answers to the formal questions, and the inspector would proceed before the expiration of the time allowed to ascertain the accuracy or otherwise of the sworn statements.

In many districts this would greatly increase the labor of the consuls, who should be allowed an unofficial fee for the final certificate. In this district I should say that the active inspector, whose entire traveling expenses should not exceed \$4 a day, could do the work of investigation, and that there should be a competent emigration clerk in the consulate. The salary of the inspector would have to be at least \$2,000, I should think, with all his necessary expenses paid when traveling under orders. Such a system well carried out might render medical examination unnecessary at the port of departure. The expense of inspection and certification abroad should be paid by the emigrants. This might seem to impose a hardship, but American citizenship is worth striving for.

Very respectfully,

THOS. H. SHERMAN,
Consul.

H. J. SCHULTEIS, Esq.,
Member of the Special Commission on Emigration.
(Care of consulate-general of the United States, London.)

[Indorsement,]

I concur in this plan with the exception of the unofficial fee to the consul for the final certificate. Such fee should be paid to the United States Government and

should be large enough to operate as a protective tariff on labor. In order to be effective it should be equal at least to the difference in the price of passage ticket between Europe to America and Europe to Australia. Thousands come here simply because it is cheaper than to go elsewhere.

H. J. SCHULTEIS,
Member Special Commission, etc

[Copy.*]

The CHAIRMAN OF SPECIAL COMMISSION,
United States Treasury Department:

SIR: In compliance with the request of your communication, dated July 21, 1891, I have the honor to reply to your questions as follows:

1. The different steamship companies and their agencies and subagencies try, as a matter of their own interest, to obtain as many emigrants upon their lists as possible. Whether or not they make use of lawful means is a very difficult matter to ascertain. That such have been used to some extent we learn once in a while from newspaper reports.

2. I can not tell to what extent contract laborers are covertly engaged for exportation to the United States, but I have all reasons to suspect that a great many people, especially Poles and Bohemians and Hungarians, are engaged under contract by mining companies, mostly of Pennsylvania. Since I have taken charge of the consulate I have noticed that these people are shipped for the United States in the spring and return in autumn. I have recognized the same faces, especially those of the men under whose supervision they seem to travel. These people do not have any money, nor do they answer any questions to strangers, no matter in what language they are addressed. They seem to follow their leader blindly. There is about one woman to each crew of 12 or 18 men, who, as I am informed, works and cooks for them at their place of destiny in the United States.

It also happens that farmers or manufacturers who have bought a tract of land in the United States for the purpose of settling there, have taken over with them the whole crew of workmen who partially have been in their employ previous to their emigration to the United States.

3. Criminals and paupers have been shipped to the United States to my knowledge by the benevolent associations whose leader in one case has been a Government officer. To what extent this is done, I am unable to tell. The most effective system of examination of intending emigrants I think would be to compel the emigrants to get from their government authorities a certificate of good conduct and to instruct the steamship companies and their agencies and their subagencies not to sell a ticket for any emigrant unless he has such certificate. The government authorities would be willing to give to an undesirable citizen a passport in order to get rid of him; he would hesitate very much to give to the same person a certificate of good citizenship if aware that said person has been in conflict with the laws of the country. As far as insane persons, idiots, and other defectives are concerned I think the present system of examination by the steamship surgeons is inadequate for the following reasons:

4. With due regard to the theoretical knowledge of the corps of steamship surgeons it is well known that most of them are young and inexperienced men, who consider their position only a temporary one, as their salary is limited, and there is no expectation of glory or promotion connected with it, and for an ambitious physician it is only a stepping-stone to higher aims. For this reason they will hardly remain on board a steamship long enough to become thoroughly familiar with the duties and responsibilities imposed upon them. The steamship surgeons at this port examine the emigrants an hour before they leave the city to go on board the steamers. The value of an examination of from 500 to 1,500 passengers in so short a time is clear to every experienced physician or layman. During one winter season I have seen this examination take place in a large hall illuminated by one or two lamps, and by a temperature of 10° below zero. My proposition is that the United States appoints one or two surgeons at every port of emigration whose duty shall be to examine under the supervision of the United States consul all emigrants, and reject all idiots, insane and other defectives, and such afflicted with loathsome or contagious disease, and there is the least suspicion from the appearance of any one to be afflicted with consumption or heart disease, to make a close individual examination and reject him if afflicted. The expense of such examinations is nothing compared with the benefit derived therefrom.

5. In Germany emigration of able-bodied desirable citizens is not encouraged by law, but rather hindered as far as possible, and every obstacle is thrown into the way. The emigrants have to prove that they are not indebted to any one, that taxes are paid, and that they have strictly complied with the military law, and leaving have not violated any contract with other parties.

*The following consular communications are worthy of careful perusal and explain themselves. They represent the important immigration points in Europe.

6. Criminals and paupers from other countries are promptly sent back to the country where they came from by the German authorities.
7. See inclosed ordinance for regulating the conveyance of ships' passengers to antatlantic countries.
8. I do not know.
9. Neither do I know any points in the matter of emigration on which the German overnment would likely coöperate with the United States. It is clear that the erman Government is anxious to retain its good and valuable citizens and likes to e its invalid ones depart to other countries.

I have the honor to be, sir, your obedient servant,

HUGO M. STARKLOFF,
United States Consul, Bremen.

[Copy.]

JOHN B. WEBER,

Chairman:

SIR: In reply to your circluar letter under date of 21st July, 1891, I have the honor submit the following reply:

In answer to the first question, I have to say that I do not think emigration to the nited States is in any way affected by the steamship companies or their agents in is consular district.

In answer to second question, I know of no contract laborers being exported from is district.

In answer to third question, I can only say that I have no knowledge of any socie-es here aiding persons of the class of which you speak to emigrate to the United ates.

In answer to fourth question, I beg to express my humble opinion and say that it ould be practicable and of good service to the United States to require all em-ants to obtain emigration certificates from the United States consul. It would st the United States Government nothing, for the cost of obtaining said certificate ould be very properly paid by the emigrant. In this connection I beg to observe at should the United States consul be empowered to issue these certificates many ersons wholly unfit to receive domicile in the United States would be kept at home. ur committee need not over concern itself about citizens of this country going to erica owing to military service; the German Government will attend to this mat-r.

In answer to fifth question, I have to observe that I know of no law or regulation hich hinders emigration.

In answer to sixth question, I have to inform you that criminals and paupers are once sent to the country to which they owe allegiance.

I can not comply with the request you make in question seventh.

In answer to eighth question, I have to observe that it is a very important question hich you put. It would be hard indeed to submit such proof as a court of law ould consider sufficient, and yet your committee and our people in America know at hundreds of emigrants go to America when they can not go elsewhere, which eans of course that Europe is unloading undesirable persons on us. The United ates has played the "asylum for all nations" long enough, and in my humble onion the time has arrived for emigration to be decreased, if not suspended alto-ether, at least for a decade.

In answer to question number nine, I have only to observe that I do not. This uestion implies a condition of affairs that do not exist. My answer to question ght shows that any arrangement which this Government might enter into with the nited States would certainly be such an arrangement as would not be prejudicial this Government in the premises.

Your obedient servant,

JOSEPH EDWARD HAYDEN,
United States Consul, Breslau.

[Copy.]

CONSULATE OF THE UNITED STATES,
Palermo, Italy, October 13, 1891.

GENTLEMEN: Having only within the last few days returned from a two months' ave of absence, during which time your communication of July 21 has lain upon y table, I now hasten to give you such information as I have been able to acquire. may be stated that prior to the notice of the appointment of your commission I

had endeavored to learn all the circumstances of emigration and emigrants this place, and to that end had addressed certain inquiries to the prefect of Pale the *questore* (chief of police), and the agents of various steamship companies, have been unable to learn anything in connection therewith, and it may be further stated that all emigrants from Sicily go to Naples by local steamers, and there bark for their destination, and the steamship agents have shielded themselves hind this fact. The following is submitted on the best information obtainable from all sources:

1. No inducements are known to be extended by agents of steamship companies except the arguments indulged in by every agent, of higher wages, more employment, better living, etc., in the United States.

2. Contract labor is not engaged openly, and, if covertly, in such a manner as not been detected.

3. The class of persons mentioned in this interrogatory are never aided financially by the Government, nor are they encouraged to emigrate except as they may be facilitated in obtaining passports by the authorities.

4. Unquestionably it would be practicable, and the most wholesome regulation in my opinion, to apply a system of compulsory examination of intending emigrants by American consuls, and that no immigrant should be permitted to land in the United States in the absence of a consular certificate as to such examination and approval thereof. The cost of such a system would necessarily vary according to the circumstances of each consular district. At this place, where the province is large and the people capable of more deception than any other place on earth, could not be properly done at a less expense than \$2,000 per annum. An examination at the consulate except as to age, etc., would rarely be of practical benefit, should be made by a person employed for the purpose at the houses of intending emigrants, which in this district are largely in the interior. In reality, the majority of emigrants from this district are from the rural districts, but they live almost wholly in small towns and hamlets; and from these small towns in the interior emanate a large majority of Sicilian crimes and criminals. Each intending emigrant must obtain from the *tribunale penale* (criminal court) of the province in which he lives a certificate that there is no criminal charge against him, which must then be presented to the *questore*, who issues to him a passport, and no one is permitted to embark on board ship for emigration in the absence of this passport.

The effect of the local requirement as to passport is destroyed by persons presenting themselves for certificates under assumed names, the record examined that name, no charge of course found, and the certificate granted, and by this means criminals of the deepest dye obtain certificates as well as those persons whose characters are really good. It is also believed that in order to free the community from notoriously bad characters the authorities issue such certificates under the assumed name, even though the person applying is well known. In this the consular examination is most essential for the reason that existing local requirements do not prevent the emigration of criminals, as is unfortunately too well known, and has no effect whatever on the old and decrepit class nor those afflicted with contagious or loathsome diseases, the latter of which prevail to an alarming extent. The province of Palermo is by far the largest in Sicily, embracing a population at the last census of 699,151, all of whom must obtain certificates at the *tribunale* in this city, but the birth of each person is recorded, and if married that certificate is also recorded; each intending emigrant should be required to present his certificate of birth and marriage to the consul under such regulations as he may prescribe for the purpose of identification and locating his residence; then the consular employé could once go to his place of residence, making his investigation there, thus learning a real person and actual character.

Then, again, this would bring all intending emigrants before the consul, who would disclose all instances of old age, decrepitude, and many of the diseased, who go to make up the undesirables. Such examinations throughout the district would be the cause of the expense, but, while the treasury fees collected at this consulate are far in excess of that amount, the question of expense should not be considered for a moment if the desired effect could be realized.

5. Emigration or immigration is only intended to be hindered by the regulations established within the military age, viz, between the ages of 21 and 39 years.

6. Alien criminals are treated in all respects as resident criminals, while all paupers are unknown. Those who are likely to become paupers never come to the country, the home of pauperism.

7. The passport requirement above mentioned is intended to prevent those from emigrating between the ages of 21 and 39 years, but in anticipation of military service, the passport is never granted to able-bodied young men between the ages of 15 and 21 years, in order that no young man may escape military service.

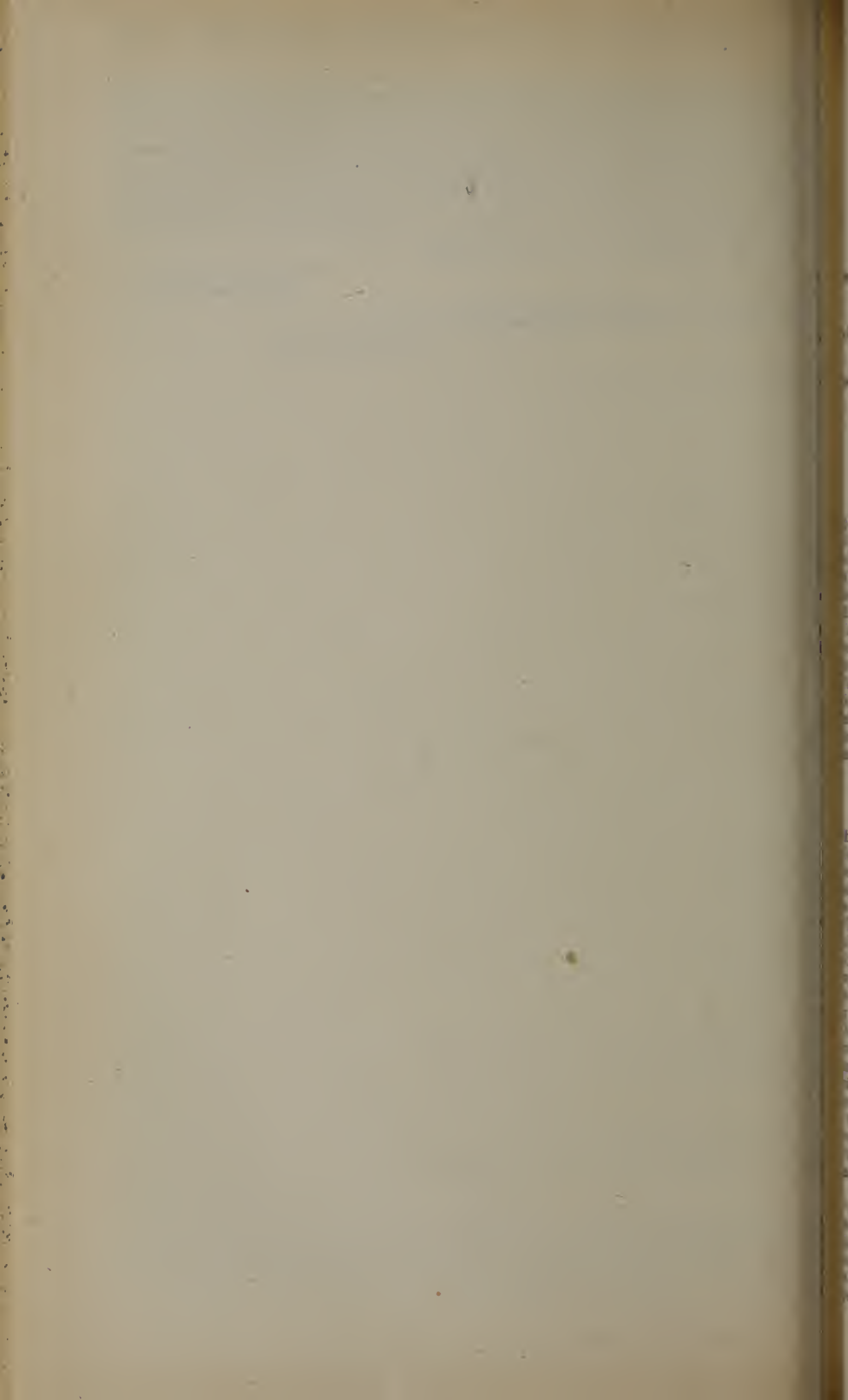
8. Nothing of the nature of inquiry number eight obtains here.

9. The Italian Government would not coöperate with that of the United States in the restriction or regulation of emigration except in so far as it concerns her able-bodied men between the ages of 15 and 39 years; and as Italy would be unwilling to part with her subjects during the age of man's greatest usefulness as workmen no reason is known why a coöperative system would be of interest to our Government, and it therefore follows that the interests of the two Governments would clash, for the two essential reasons that Italy would not willingly lose those of her people who would make useful citizens in the United States and that she would only consent to give up to us such of her subjects as in no event should be permitted to put foot on American soil.

I have the honor to be, yours very truly,

HORACE C. PUGH,
United States Consul.

HON. CHAIRMAN AND MEMBERS OF THE
SPECIAL EMIGRATION COMMISSION,
Washington, D. C.



ADDENDA.

OFFICIAL PROTEST OF THE ORGANIZED CANADIAN WORKINGMEN AGAINST THE BRITISH IMMIGRATION POLICY.

[See Report on Emigration and Immigration (foreigners). Page 227. Ordered to be printed by the House of Commons, July 27, 1883.]

[Paper handed in by Mr. Robert Giffen. Extract from the Toronto Evening Mail, Saturday, June 2, 1883.]

LEGISLATIVE COMMITTEE'S VIEWS ON PAUPER IMMIGRATION.

At 15 minutes after 8 o'clock last evening, Mr. Henry Parr, president of the Trades and Labor Council, tapped the gavel on his desk and called the meeting to order. The first order of business was calling the roll of officers, and the operation revealed that there was quite a number of absentees. Mr. George Beales, on behalf of the credential committee, reported favorably on the following credentials:

Mr. J. Jordan, to represent "Hub" Assembly of Carriage Builders, No. 7311, Knights of Labor; Charles Barton, delegate, to represent the Harness Makers' Union; and Messrs. William J. Hackett, I. J. Shanbrook, and James Runkin, to represent the Toronto Pressmen's Union.

The minutes were read, and roll of delegates was called.

Next business, according to order, was the calling of the roll of delegates. One member wanted to have this order suspended, but his motion was opposed on the ground that many labor organizations were unable to ascertain if their delegates attended the meetings of the council, and was finally lost.

LEGISLATIVE COMMITTEE'S REPORT.

Mr. D. J. O'Donoghue submitted the legislative report, as follows:

Your legislative committee in this their first report for June, 1888, beg leave to submit: That owing to the serious disturbance of the labor market, in a manner decidedly detrimental to those who live by wages, and through the presence of numbers of idle men, mostly immigrants, many old citizens, as well as sterling members of Toronto's labor organizations, have been lately obliged to betake themselves to the United States, with the main object of securing that employment denied them in Canada, except at wages below a living rate. This is noted as but another of the many evils arising out of the existing Canadian immigration system, which will not take cognizance of or prevent any scheme which aims at the landing in Canada of any class of people, however unsuitable.

Your committee are solicitous as to the future, despite the impression sought to be conveyed by the remarks of the minister of agriculture in his place in the House of Commons recently, because they realize that there is more than what appears on the surface concerning Canada in the provision of the imperial (Great Britain) local Government bill which provides:

"66. (1) The county council may, from time to time, with the consent of the local Government board, borrow, on the security of the county fund, and of any revenues of the council, or on either such fund or revenues, or any part of the revenues, such sums as may be required for the following purposes, or any of them; that is to say:

"(f) For making advances (which they are hereby authorized to make), to any person or bodies of persons, corporate or unincorporate, in aid of emigration of inhabitants of the county, where there is reasonable cause to believe that the amount so advanced will be repaid by the emigrants, and that either with or without any guaranty for such repayment from any local authority in the county, the government of any colony, or any other person or persons."

Your committee conclude that the introduction of the foregoing clause in the bill was for the implied purpose of unloading upon the colonies classes not wanted in Great Britain, and whose presence in Canada would work positive injury in more ways than one. In support of this contention, your committee quote section 11 of clause 66 of the said bill, which says, "The provisions of this section, which authorizes the advances in aid of the emigration of inhabitants of the county, and borrowing for those advances, shall extend to the councils of boroughs mentioned in the fourth schedule to this act;" and which boroughs your committee find to be very large centers of population, namely, Liverpool, Birmingham, Manchester, Leeds, Sheffield, Bristol, Bradford, Nottingham, Kingston-on-Hull, and Newcastle-on-Tyne. London is provided with like power under the general provisions of the measure.

Your committee recommend that your body place upon record its unqualified opposition to the landing in Canada of any people sent to its shores under the provisions of the said act, as well as its protest against the Government of Canada at any time assuming the liability referred to on account of money advanced to emigrants and that certified copies of the action of your body on this subject be forwarded to the dominion minister of agriculture, the secretary of state for Canada, and his excellency the governor-general.

Your committee, keeping in mind the destitution and wants of the poor immigrant at the immigration sheds a short time since, and to whom the dominion agent in this city could give little or no relief by way of food or otherwise, are of opinion that had the sum paid this official last year as traveling expenses (\$1,355.75—he must have traveled extensively, and have furnished vouchers for the details) been retained for reasonable expenditure, as in the case of the poor immigrants referred to, it would have been money honestly as well as judiciously applied. That the Dominion Government became suddenly very economical in the matter of meals for immigrant is best illustrated by the fact that in 1887 no less a sum than \$18,057.02 was paid out for meals alone for immigrants at Quebec, Montreal, Ottawa, Kingston, Halifax, Amherst, Campbellton, Truro, St. John, Trois Pistoles, Winnipeg, Brandon, Hamilton, Owen Sound, and St. Martin's Junction, but not one cent was spent in Toronto for this purpose. Your committee assume this was due to the fact that Toronto was duly attended to in the patronage of Agent Donaldson's \$1,355.75 for traveling expenses.

Your committee observe with pleasure that the persistency of your body in the past in calling public attention to the abuses and injustice of our immigration system, and the positive injury certain to arise therefrom in time, has resulted in securing the attention of newspapers of note and influence, both in Canada and in Great Britain, an attention corroborative of the wisdom of your position on this subject.

Your committee having in mind the many documents of recommendation to a large contractor and employer of labor in Toronto, and whose name appeared to be studiously omitted in every one possessed by the duped immigrants who arrived in this city recently, submit for the public information the following paragraph from a late issue of the Irish Times:

"Emigration to Canada.—Messrs. Sewell and Crowther, of 18 Cockspur street SW., the well-known emigration agents, write to contradict the statements that have lately appeared in the newspapers to the effect that the labor market in Canada is overstocked. They have been in communication with those best qualified to speak on the subject, Mr. John Lucas and Mr. Lionel Yorke, of Toronto, presidents, respectively, of the Builders' and Contractors' Associations in that city, who state that there is urgent need of skilled laborers, and particularly of stonecutters, stone-masons and bricklayers, whose wages are, respectively, 1s. 4d., 1s. 2½d., and 1s. 3½d. per hour. Much delay has indeed been caused in the building trade in Canada by the great scarcity of skilled labor."

Your committee have no hesitation in asserting that were the truth expunged from the foregoing quotations, in so far as it refers to an "urgent need for skilled laborers," or that "much delay has indeed been caused in Canada by the great scarcity of skilled labor," the paragraph would not be one word shorter than it is. The fact is repeated, though it must be that there are five men offering in the trades mentioned to the one job of work obtainable even at this usually busiest time of the year.

Your committee recommend, in face of the unrestricted publication of deliberately untruthful statements of the above character, and through which many poor and other people are led into untold misery and destitution in this country, that the Dominion Government be petitioned to enact such laws as will render the parties thereto, if citizens of Canada, liable to criminal or such other prosecution as may be commensurate with the gravity of the offense, and that the Government of Canada solicit the coöperation of the Imperial Government in a like direction.

Your committee, in quoting from the bulletin of the Ontario Bureau of Industries dated May 15, 1888, as to labor and wages, in so far as the same refers to agricultural laborers, desire to remark, for the information of that class of intending immigrants, that the summary is based altogether on the reports of farmers themselves.

and that it is not to be assumed for a moment that employment is easily obtained at the figures which they give as a prevailing rate of wages. The bulletin summary says that "with the exception of a few limited localities, farmers have been able to obtain all the help required for spring work. * * * The number employed, however, is far smaller than usual, and this may be explained by the fact that the farmers, in the majority of cases, are endeavoring, with the assistance of labor-saving machinery, to do more of the work themselves, the season just past being a very trying one from a financial point of view;" and that, as to the average wages, "the rate is \$3 per month less than five years ago."

Your committee, realizing a great danger in the continuance or extension of the scheme indicated in the following paragraph from a city paper of a recent date, desire to draw the special attention of your body to the same, with the object of taking proper remedy. This paragraph says that: "Last Friday morning about 1 o'clock a reporter was at the Union station when a train from the West came in, among its passengers being 35 Italians. They could scarcely speak a word of English, and when asked where they were going produced a letter addressed to James Palma, 145 Elizabeth street. The reporter saw Mr. Palma, who is an Italian, and he explained he was in the habit of sending to Buffalo, Chicago, and other United States cities, for Italians to work in and around Toronto. He had just now engaged 65 to work on the Grand Trunk Railway double track at \$1.25 and \$1 per day. Mr. Palma expressed his readiness and ability to supply city employers with any number of men to do all kinds of laboring work at these wages."

Your committee are also justified in recommending that it be an instruction to your municipal committee to make necessary inquiries as to the sanitary condition of 145 Elizabeth street, as well as one or two other places, in which people of the nationality referred to live in St. John's ward, with the end that, if not found satisfactory, the attention of the proper health officer be drawn thereto.

Your committee beg to report also, that by appointment they had an interview with Hon. A. S. Hardy, provincial secretary and acting attorney general, on the subject of goods manufactured in the Mercer reformatory for a city wholesale house. They were courteously received and listened to in detailing their mission. In reply, the honorable gentleman said, in effect, that this particular phase of the subject was new to him, and that he would take an early opportunity of consulting with the inspector of prisons and asylums on the matter, with the object of, as far as practicable, meeting the desire of your body.

Your committee, with the object of showing the source from which most opposition to the efforts of your body in seeking the abolition of the existing dominion immigration policy emanates, desire to draw your attention to some remarks on the subject by an obscure little sheet, by courtesy called a newspaper, published in Berlin, Waterloo County. This "News," in dealing with the subject, says, "A good conscience and a consistent public and private life, should have some consideration with our Grit and Tory leaders. We believe that in the long run, under all circumstances, honesty is the best policy, and it is hard for us to believe that both parties in the present anti-immigration policy would not be better for going straight ahead in what is right, and thus advance the interests of the country, no matter how many may howl against it." The News figures in last year's Dominion public accounts for the sum of \$143.18, for advertising. To such a sheet that sum is quite an item of income, and hence its "howl" for a continuance of the system under which it is secured, and so it is with many others who are troubled with "honest consciences" on the subject.

Your committee, in conclusion, beg to return thanks to Mr. H. Broadhurst, M. P., London, England, for his courtesy and promptitude in forwarding a copy of the Imperial local government bill for the use of your committee, as well as to Mr. C. Boyce, of the House of Commons at Ottawa, for his kindness in sending your committee copies of valuable parliamentary papers.

CHARLES MARCH, *Chairman.*

JUNE 1, 1888.

Mr. O'Donoghue added that they had written a long communication each to Mr. Bradlaugh, M. P., and Mr. Labouchere, M. P., England, with reference to the pauper immigration question, with a view to having the question up in the English House of Commons; also to the Dominion Government in accordance with the instructions given at the last meeting of the council.

Mr. Andrew McCormick, referring to the item that appeared in the public accounts of \$1,355.75 to Mr. Donaldson for traveling expenses, said that Mr. Donaldson must have taken several trips to Jamaica. Mr. George Beales and J. Booth, of the Builders' Laborers, said that their union was taking on members of the other unions every week that had to take laboring; stone cutters, bricklayers, and all the other trades were represented.

Mr. Rose, of the Amalgamated, indorsed the remarks of the preceding speakers on the Government's policy of immigration.

Mr. Whalen, of the Painters' Union, said he knew of a young man who had been walking the streets of the city for six weeks without work.

Mr. Cannon said he thought that something should be done to punish those who falsely represented the state of the Canadian labor market.

Mr. Thomas Webb, of the Builders' Laborers' Union, said that he noticed by the morning papers that the *Sardinian* had arrived with 863 steerage passengers. He expected that 500 of these would be dumped down in this city. He had been around to a number of jobs in the city, and saw that almost all the laborers were strangers; that the old hands were scarce, and that a further investigation disclosed that they were walking the streets out of work. Something should be done to keep Italians from being imported from the United States under contract, and taking the bread out of the mouths of the citizens. The United States would not admit for ripe contract labor, and he considered that something should be done to put a stop to it in Canada.

It was then moved, and carried, that the legislative committee's report be adopted.

GENERAL STATEMENT OF EMIGRATION IN 1889.

An account of the numbers, nationalities, and destinations of passengers leaving the United Kingdom for places out of Europe in 1889, in vessels under the passengers acts; including also passengers for places out of Europe in vessels not under the acts, as far as the same have been recorded.

Nationality.	To United States.	To British North America.	To Australasia.	To Cape of Good Hope and Natal.	To all other places.	Total 1889.	Total 1888.
English	93,307	22,417	23,103	12,775	11,916	163,518	170,822
Scotch	17,567	3,649	2,374	979	785	25,354	35,873
Irish	57,897	2,203	2,817	130	1,876	64,923	73,233
Total British and Irish.	168,771	28,269	28,294	13,884	14,577	253,795	279,999
Foreigners	69,792	9,787	540	1,738	1,589	83,466	113,230
Not distinguishing.	1,832			29	3,519	5,380	5,336

Summary of the number of aliens (emigrants) who arrived at the port of Hull from various ports, en route to America via Liverpool, from July 1, 1887, to June 30, 1888.

[See Government Report on Emigration and Immigration (foreigners), p. 311, by G. R. Moran, statistician of home office.]

Name of port.	1887.						Total.
	July.	August.	September.	October.	November.	December.	
Bergen and Stavanger	199	227	115	78	34		16
Christiania and Christiansand ...	632	670	414	415	193		88
Drontheim	371	294	295	131	73		23
Gothenburg	2,330	2,321	2,215	2,390	1,613		37
Hamburg	482	470	497	469	546		18
Stettin and Copenhagen	426	574	407	235	333		22
Total	4,440	4,516	3,943	3,727	2,792		910

Name of port.	1888.						Total.
	January.	February.	March.	April.	May.	June.	
Bergen and Stavanger	10		560	1,119	466	242	3,067
Christiania and Christiansand ...	85	252	1,287	2,634	1,815	984	9,467
Drontheim	1	220	667	740	1,748	618	5,177
Gothenburg	326	832	2,934	7,680	6,126	3,413	32,569
Hamburg	356	486	342	728	859	840	6,219
Stettin and Copenhagen	37	274	256	2,353	1,672	533	7,325
Total	815	2,064	6,046	15,254	12,686	6,626	63,819

ASSOCIATION FOR PREVENTING THE IMMIGRATION OF DESTITUTE ALIENS.

A PUBLIC MEETING AT PRINCE'S HALL, PICCADILLY, FRIDAY, JULY 24, AT 8 P. M.

[The Right Reverend the Bishop of Bedford in the chair.]

AGENDA.

Letters to be read by the secretary.

The chairman's opening address.

First resolution: "That this meeting hereby protests against the unrestricted influx of destitute aliens into the United Kingdom." Proposed by Rt. Hon. James Lowther, M. P. Seconded by Mr. Sydney Buxton, M. P.

Second resolution: "That this meeting calls upon the Government to take steps forthwith for the purpose of restricting the immigration of destitute aliens into the United Kingdom." Proposed by Mr. O. V. Morgan, M. P. Seconded by Mr. R. G. Webster, M. P.

Third resolution: "That it is useless to recommend emigration as a panacea for our social evils until some steps have first been taken to check the influx of the destitute population of other nations." Proposed by Mr. Arnold White. Seconded by Mr. W. McArthur, M. P.

Fourth resolution: "That in the opinion of this meeting the unrestricted immigration of destitute aliens is an evil seriously affecting the well-being of our English working classes." Proposed by Mr. Ben Tillett (Docker's Union). Seconded by Mr. S. H. Wilson (Sailors and Firemen's Union), and supported by the following in the order named: Mr. C. W. Oldham (City of London Labor Association), Mr. J. O'Connor (Coal Porters' Union), Mr. J. Tanter (Progressive Union of Cabinet Makers), Mr. J. Gaskin (London Potters' Union), Mr. J. Cross (St. Helen's Colliery Enginemen's Society), Mr. C. R. W. Offen (Guardian of the Poor, Hackney Union).

Vote of thanks to the chairman. Proposed by Mr. Guy Pym (Conservative candidate for Bedford). Seconded by Mr. Oscar Browning (Liberal candidate for the Norwood Division of Lambeth).

By order of the Committee.

W. H. WILKINS,
Secretary.

THE ASSOCIATION FOR PREVENTING THE IMMIGRATION OF DESTITUTE ALIENS,

[15 b Arlington street SW.]

VICE-PRESIDENTS.

The Duke of Abercorn.
The Duke of Montrose, K. T.,
The Earl of Dunraven, K. P.,
The Earl of Egmont.
The Earl Ferrers.

The Viscount Strathalla
The Lord Castletown.
The Lord Suffield, K. C. B.,
Margaret the Lady Sandhurst.
The Lady Dorothy Nevill.

THE EXECUTIVE COMMITTEE.

The Earl of Dunraven, K. P., *Chairman*.

The Rt. Hon. Sir W. T. Marriott, Q. C., M. P.
The Hon. Evelyn Hubbard.
The Hon. W. Lowther, M. P.
Colonel the Hon. W. le Poer Trench.
Gen. Sir F. Fitz Wygram, Bart., M. P.
Sir John Colomb, K. C. M. G., M. P.
Mr. Sydney Buxton, M. P.
Mr. H. J. Cust, M. P.
Col. H. Eyre, M. P.
Mr. J. Hozier, M. P.
Mr. Stanley Leighton, M. P.
Mr. W. McArthur, M. P.
Mr. J. Blundell Maple, M. P.

Mr. O. V. Morgan, M. P.
Mr. R. C. Munro-Ferguson, M. P.
Col. T. M. Sandys, M. P.
Mr. H. C. Stephens, M. P.
Mr. R. G. Webster, M. P.
Mr. R. Yerburgh, M. P.
Mr. Montague Crackanthorpe, Q. C.
Mr. Arnold White.
Mr. Guy Pym.
Mr. Hugh Bryans.
Mr. Hubert Crackanthorpe.
Mr. W. H. Wilkins.

"The Association for Preventing the Immigration of Destitute Aliens" has been formed for the purpose of organizing and directing public opinion to the subject of destitute immigration, so that legislation may be obtained from Parliament for the purpose of checking the evil. The main objects of the Association are:

(a) The creation of a new body of evidence to supplement the inadequate and inaccurate returns issued by the board of trade.

(b) The collection of such information as may already exist and the dissemination of the same in a popular and readable form.

(c) The organization of a series of meetings in the large towns throughout the country, more especially in the east of London and those great centers of the population which are chiefly affected by this wholesale invasion.

(d) The judicious use of the press—that most powerful factor in influencing public opinion.

The association is entirely free from any political or religious bias, nor is it connected with any other movement which may exist for dealing with the commercial aspect of foreign competition in trade.

To show the necessity of some such organization it is estimated that at the present time the influx of aliens into the port of London alone is upwards of 400 a week, 90 per cent of whom are in an apparently destitute condition, and there is every reason to believe, from a variety of causes, that this number will shortly be very largely augmented.

By order.

W. H. WILKINS,
Secretary.

From whom all further information can be obtained.

JULY, 1891.

The following letter was written by Mr. Wilkins for me, disguised as a pauper, under the assumed name of George Smith. I did not make use of it at the time, although later on the society named, which is quasi-governmental, assisted me as an alien pauper to emigrate to the United States under the assumed name of William Scott (see page 268). I was the only American in the pauper-crowded room of the Society for the Relief of Foreigners in Distress, which I visited on two occasions, yet all the applicants for aid were expedited to the United States, whatever their nationality and in spite of the fact proclaimed on their circulars that they exist for the purpose of assisting foreigners to their native land.

ASSOCIATION FOR PREVENTING THE IMMIGRATION OF DESTITUTE ALIENS,
15b Arlington Street SW., July 23, 1891.

SIR: The bearer of this letter, George Smith, states that he is a native of the United States of America. He is destitute and wishes to return to his own country. Our association does not support destitute aliens; it endeavors to keep them out. I have, therefore, directed him to apply to you.

Yours, faithfully,

W. W. WILKINS,
Secretary.

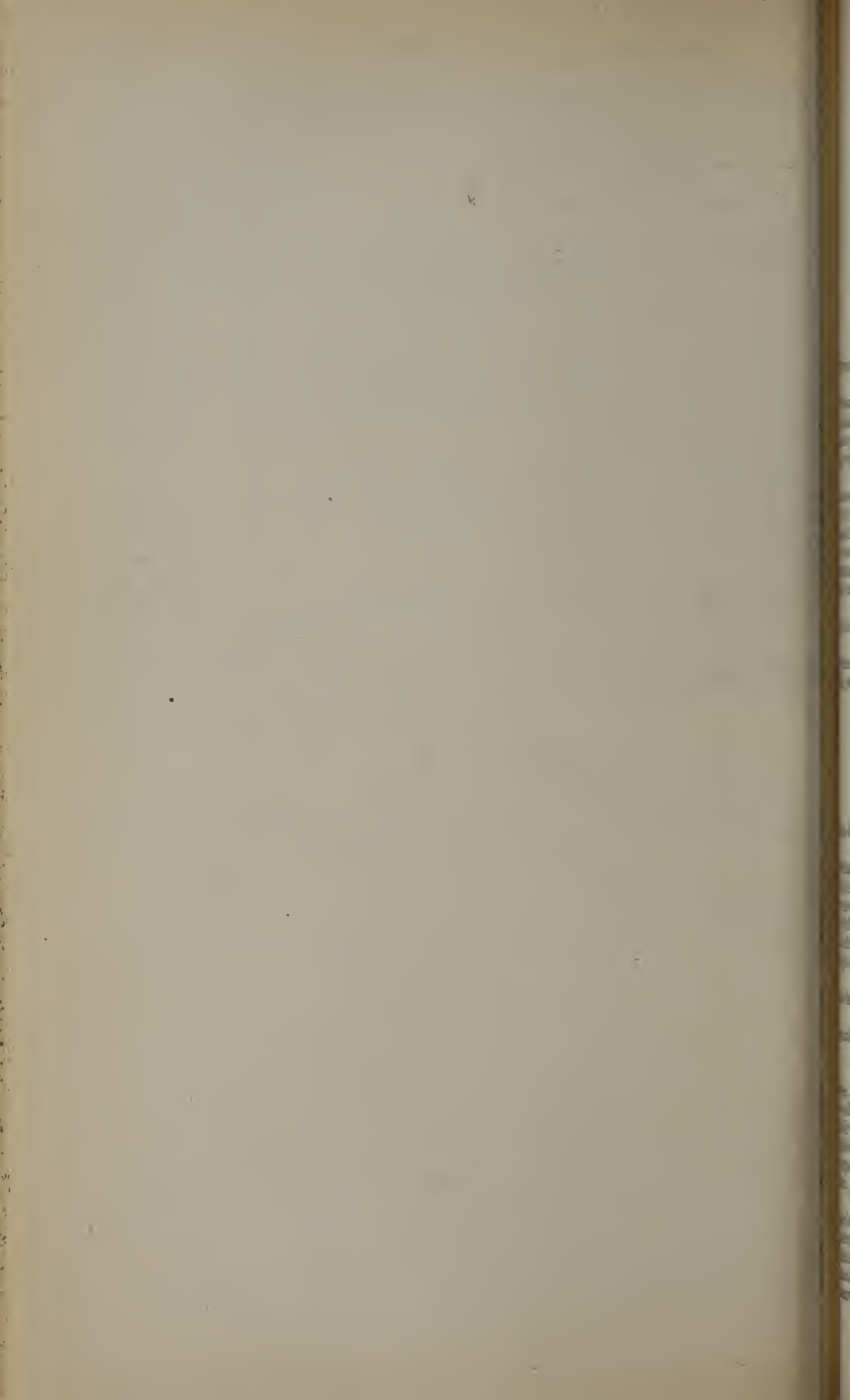
HUGH BRYANS, Esq.,
103 Jermyn Street, London SW.

Steerage passengers landed at Barge Office during the year 1891; also cabin passengers landed at the port of New York.

Name of steamship line.	Where from.	Agents.	Cabin.	Steerage.	No. of trips.
Hamburg-American Packet Co.	Hamburg.....	R. J. Cortis.....	11, 016	75, 835	119
North German Lloyd.....	Bremen.....	Oelrichs & Co.....	16, 629	68, 239	123
White Star Line.....	Liverpool.....	H. Maitland Kersey.....	13, 193	36, 502	52
Red Star Line.....	Antwerp.....	Peter Wright & Sons.....	5, 504	35, 870	52
Harvard Line.....	Liverpool.....	Vernon H. Brown & Co.....	14, 760	27, 341	61
German Line.....	do.....	Peter Wright & Sons.....	11, 925	26, 111	48
General Transatlantic Co.	Havre.....	A. F. Forget.....	8, 662	25, 842	52
Netherlands-American Steam Navigation Co.	Rotterdam.....	Funch, Edye & Co.....	8, 896	25, 439	47
Anchor Line.....	Mediterranean..	Henderson Brothers.....	100	17, 410	35
Union Line.....	Liverpool.....	A. M. Underhill.....	6, 666	17, 300	46
Anchor Line.....	Glasgow.....	Henderson Bros.....	7, 323	15, 082	46
Tabre Line.....	Mediterranean..	James W. Elwell.....	49	14, 134	26
Compagnie Nationale de Navigation.	do.....	Funch, Edye & Co.....	19	9, 111	11
Netherlands-American Steam Navigation Co.	Amsterdam.....	do.....	986	9, 092	24
Thingvalla Line.....	Copenhagen.....	do.....	794	8, 763	26
Florio Rubatino Line.....	Mediterranean..	Phelps Brothers & Co.....	96	8, 500	21
Allan State Line.....	Glasgow.....	Austin Baldwin & Co.....	2, 256	8, 079	44
Union Line.....	Hamburg.....	Funch, Edye & Co.....		5, 795	22
Baltic Line.....	Stettin.....	R. J. Cortis.....		5, 190	16
National Line.....	Liverpool.....	F. W. J. Hurst.....	1	2, 594	24
North German Lloyd.....	Mediterranean..	Oelrichs & Co.....	58	316	2
Miscellaneous.....			1, 090	2, 745	67
Total.....			105, 023	445, 290	964

JOHN E. MOORE,
Landing Agent.

BARGE OFFICE, January 1, 1892.



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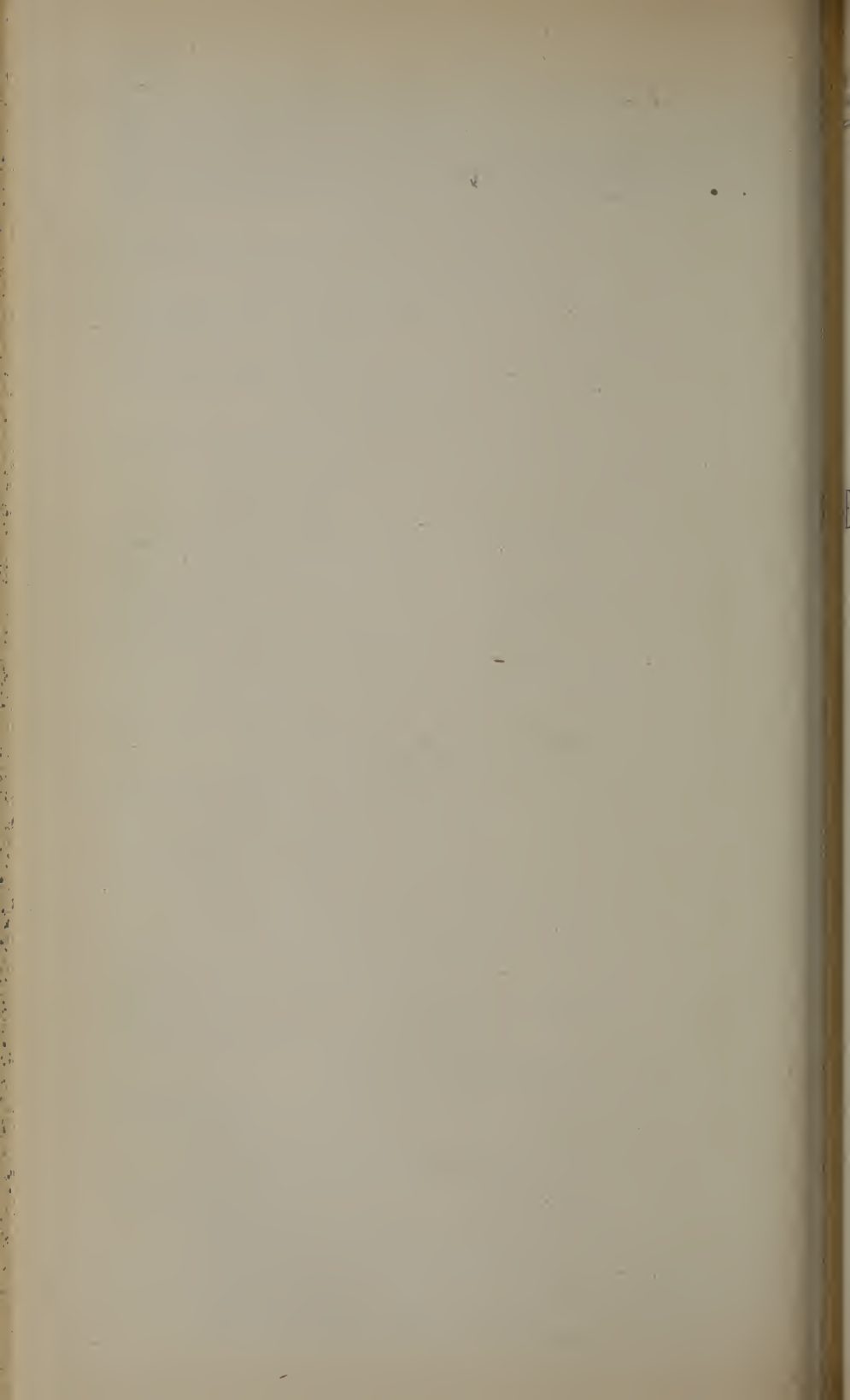
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LETTER

FROM THE

SECRETARY OF THE TREASURY,

TRANSMITTING

A REPORT OF THE COMMISSIONERS OF IMMIGRATION
UPON THE CAUSES WHICH INCITE IMMIGRA-
TION TO THE UNITED STATES.

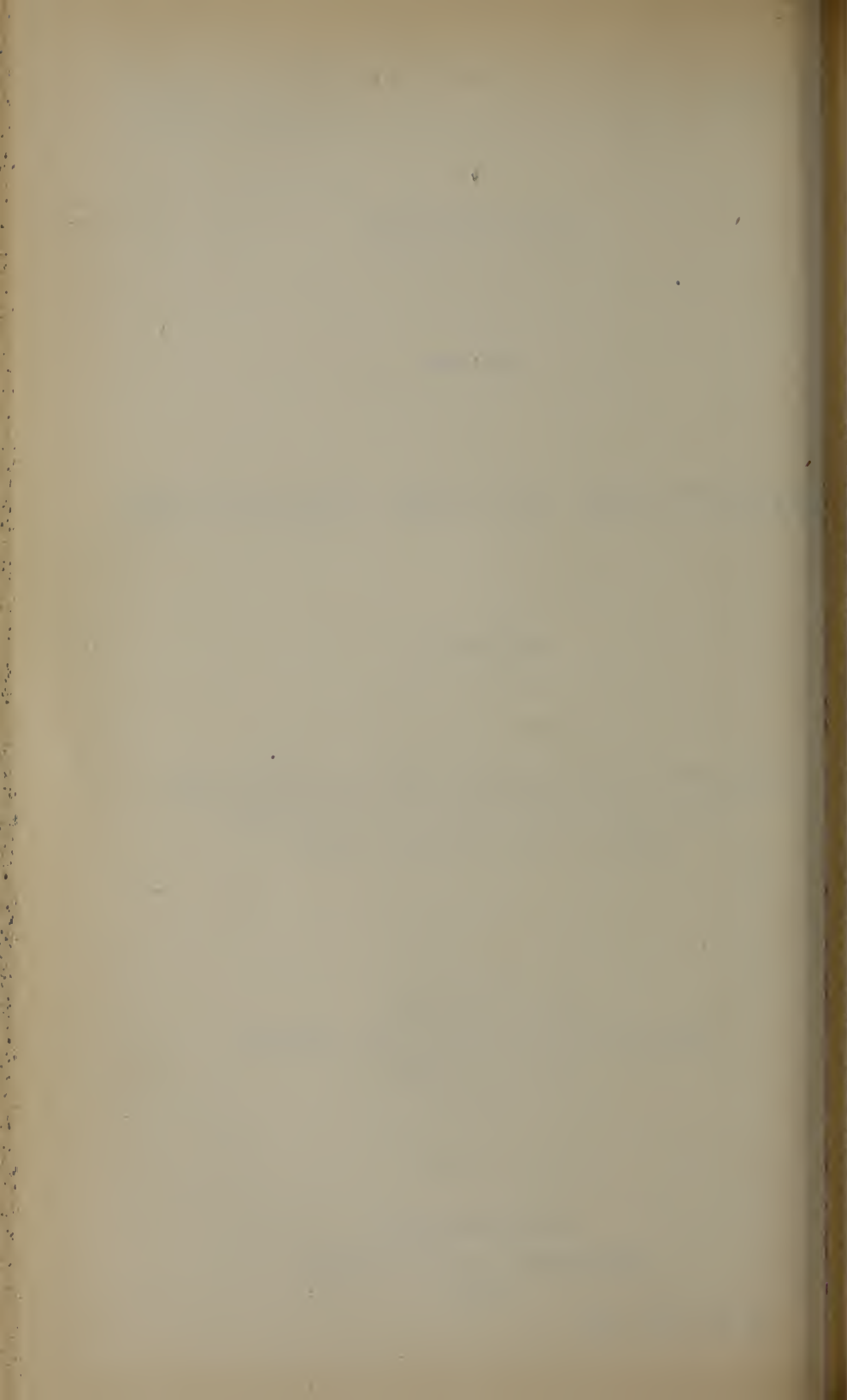
VOLUME II.

EXTRACTS FROM EUROPEAN LAWS.—LETTERS
OF U. S. CONSULS.

WASHINGTON:

GOVERNMENT PRINTING OFFICE,

1892.



SUBSTANCE OF LAWS GOVERNING EMIGRATION.

SWEDEN AND NORWAY.

In Sweden and Norway emigration is guarded very strictly by governmental laws. Agents of steamship companies must obtain from the governors of provinces, where they intend to locate, permission to carry on business; and they are required to give bonds directly to the Government to the amount of from 10,000 to 60,000 kroner (\$2,500 to \$15,000) for the proper performance of the obligations entered into under the permission, and the Government reserves the right to revoke any license or to increase the amount at pleasure. The assistants, or subagents, are to be governed by the same laws and rules as the agents who, indeed, are held to be directly responsible for the subagents' acts, and any infringement of the laws is punishable by fines or by revoking the license.

The amount of surety deposited by agents with the Government is retained for two years after the license is either surrendered or revoked, in order that any damages assessed may be deducted therefrom.

EXTRACTS FROM THE BRITISH PASSENGER ACTS OF 1855 AND 1863, RELATING TO THE CARRYING OF EMIGRANTS.

Section 4 of the act of 1855 provides as follows:

IV. This act shall extend to every "passenger ship" proceeding on any voyage from the United Kingdom to any place out of Europe, and not being within the Mediterranean Sea, and on every colonial voyage, as hereinafter described, and, in the particulars mentioned or referred to in sections one hundred, one hundred and one, and one hundred and two, to every ship bringing passengers into the United Kingdom from any place out of Europe and not being within the Mediterranean Sea, but shall not extend to any of Her Majesty's ships of war, nor to any ships in the service of the commissioners for executing the office of lord high admiral of the United Kingdom, nor to any ship of war or transport in the service of the East India Company.

By virtue of chapter 73, section 5 of the 35th and 36th Victoria, the duties of the emigration commissioners are transferred to the board of trade:

XI. No ship fitted or intended for the carriage of passengers as a "passenger ship" shall clear out or proceed to sea until the master thereof shall have obtained from the emigration officer at the port of clearance a certificate of clearance under his hand that all the requirements of this act, so far as the same can be complied with before the departure of such ship, have been duly complied with.

XVI. The master of every ship, whether a "passenger ship" or otherwise, carrying passengers on any voyage to which this act extends, shall, before demanding a clearance for such ship, sign two lists, correctly setting forth in the manner therein directed the name and other particulars of the ship and of every passenger on board thereof; and the said lists, when countersigned by the emigration officer, where

there is one at the port, shall be delivered by the master to the officer of the customs from whom a clearance of the said ship shall be demanded, and such officer shall thereupon also countersign and return to the said master one of such list hereinafter called "the master's list."

SECTION 19. No passenger ship shall clear out or proceed to sea unless she shall have been surveyed under the direction of the emigration officer at the port of clearance, but at the expense of the owner or charterer thereof, by two or more competent surveyors to be appointed by the said emigration commissioners (board of trade) for each port at which there may be an emigration officer, and for other ports by the commissioners of customs, nor unless it shall be reported by such surveyors that such "passenger ship" is, in their opinion, seaworthy and fit for an intended voyage.

XXI. There shall not be more than two tiers of berths on any one deck in a "passenger ship," and the interval between the floor of the berths and the deck immediately beneath them shall not be less than six inches, nor the interval between each tier of berths and between the uppermost tier and the deck above, less than two feet six inches. The berths shall be securely constructed, and of dimensions not less than six feet in length and eighteen inches in width for each stowage adult, and shall be sufficient in number for the proper accommodation of all the passengers contained in the lists of passengers hereinbefore required to be delivered by the master of the ship. No part of any berth shall be placed within nine inches of any watercloset erected in the between-decks. In case of noncompliance with any of the requirements of this section, the owner, charterer, or master of the ship or any of them, shall for each offence be liable to a penalty not exceeding fifty pounds nor less than five pounds sterling.

XXII. In every "passenger ship" all the male passengers of the age of fourteen years and upwards who shall not occupy berths with their wives shall, to the satisfaction of the emigration officer at the port of clearance, be berthed in the fore part of the ship in a compartment divided off from the space appropriated to the other passengers by a substantial and well-secured bulkhead, without opening into, communication with, any adjoining passenger berth, or in separate rooms if the ship be fitted with enclosed berths; not more than one passenger, unless husband and wife, or females or children under twelve years of age, shall be placed in or occupy the same berth. In case of noncompliance with any of the requirements of this section, the owner, charterer, or master of the ship, or any of them, shall, for each offence, be liable to a penalty not exceeding fifty pounds nor less than five pounds sterling.

XXVI. No "passenger ship" shall clear out or proceed to sea without such provision for affording light and air to the passenger decks as the circumstances of the case may in the judgment of the emigration officer at the port of clearance, require; nor there are as many as one hundred passengers on board, without having an adequate and proper ventilating apparatus, to be approved by such emigration officer as fitted to his satisfaction; the passengers shall, moreover, have the free and unimpeded use of the whole of each hatchway situated over the space appropriated to their use, and over each such hatchway there shall be erected such a booby hatch or other substantial covering as shall, in the opinion of such emigration officer, afford the greatest amount of light and air, and of protection from wet, as the officer will admit. In case of noncompliance with any of the requirements of this section, the owner, charterer, or master of the ship, or any of them, shall, for each offence, be liable to a penalty not exceeding fifty pounds nor less than twenty pounds.

LXVI. No person whatever shall directly or indirectly act as a passenger broker in respect of passages from the United Kingdom to any place out of Europe, and not being within the Mediterranean Sea, or shall sell or let, or agree to sell or let, or in anywise concerned in the sale or letting of passages in any ship, whether a "passenger ship" or otherwise, proceeding from the United Kingdom to any such place as aforesaid, unless such person, with two good and sufficient sureties, to be approved by the emigration officer at the port nearest to the place of business of such person, shall have previously entered into a joint and several bond, in the sum of one thousand pounds, to Her Majesty, her heirs and successors, according to the form contained in schedule hereto annexed, which bond shall be renewed on each occasion of obtaining such licence as hereinafter mentioned, and shall be in duplicate, with stamps, and one part thereof shall be deposited at the office in London of the said emigration commissioners (board of trade), and the other part thereof with the emigration officer at the port nearest to the place of business of such person; nor unless such person shall have obtained a licence, as hereinafter mentioned, to let or sell passages nor unless such licence shall then be in force; and if any person shall offend in any particular against this enactment, every person so offending shall for each offence be liable to a penalty not exceeding fifty pounds nor less than twenty pounds, to be sued for and recovered as hereinafter mentioned: Provided, that such bond shall not be required of any person who shall be one of the sworn brokers of the city of London.

don: Provided also, that there shall be excepted from the operation of this section the said emigration commissioners (board of trade), and any persons contracting with them, or acting under their authority, and also any person acting as the agent of any passage broker in pursuance of an appointment made in the form prescribed by schedule hereto annexed, signed by such passage broker, and countersigned by such emigration officer as aforesaid: Provided further, that the acts and defaults of any person acting under the authority or as agent of any passage broker shall, for the purposes of this act, be deemed to be also the acts and defaults of such passage broker: Provided also, that nothing hereinbefore contained shall be held or construed to prevent the said emigration officer from accepting the bond of a guarantee society, such bond and such guarantee society as shall have been approved by the lords commissioners of Her Majesty's treasury, in lieu of the bond of two good and sufficient securities as aforesaid.

LXVII. Any person wishing to obtain a licence to act as a passage broker in respect of passages from the United Kingdom to any place out of Europe, and not being in the Mediterranean Sea, shall make application for the same to the justices at the petty sessions held for the district or place in which such person shall have his place of business; and such justices are hereby authorized (if they shall think fit) to grant a licence for that purpose, according to the form in the schedule hereunto annexed, which licence shall continue in force until the thirty-first day of December, in the year in which such licence shall be granted and for thirty-one days afterwards, unless sooner forfeited, as herein mentioned; and upon granting such licence the justices shall cause a notice thereof, according to the form in schedule hereto annexed, to be transmitted forthwith by the post to the said emigration commissioners (board of trade) at their office in London: Provided always, that no such licence shall be granted unless the party applying for the same shall show to the satisfaction of the justices that he has given such bond to Her Majesty, her heirs and successors, as hereinbefore required, and has deposited one part thereof at the office in London of the said commissioners (board of trade), or is a sworn broker of the city of London, and has in either case given notice to the said commissioners (board of trade), fourteen clear days at least before such application of his intention to apply for the same, which notice shall be transmitted by the post to the office in London of the said commissioners (board of trade), and shall be according to the form contained in the schedule hereto annexed: Provided also, that any justices of the peace who shall adjudicate on any offence against this act, or on any breach or nonperformance of any of the requirements thereof, are hereby authorized, if they shall think fit, and the offender is a passage broker, to order his licence to be forfeited, and the same shall thereupon be forfeited accordingly; and the said justices making such order shall forthwith cause notice of such forfeiture, in the form contained in the schedule hereunto annexed, to be transmitted by the post to the said commissioners (board of trade) at their office in London. In Scotland, where any person wishing to obtain such licence shall make application for the same to the sheriff or steward or sheriff substitute or steward substitute, in place of to such justices of the peace as aforesaid, the forms given in said schedules respectively, shall still be adhered to with such alterations as may be necessary.

Form of passage broker's annual bond, with two sureties, to be approved by the emigration officer at the nearest port.

Know all men by these presents, that we, A. B., of ———, C. D., of, &c., ———, and E. F., of, &c., ———, are held and firmly bound unto our sovereign ———, by the grace of God, of the United Kingdom of Great Britain and Ireland, ——— defender of the faith, in the sum of one thousand pounds of good and lawful money of Great Britain to be paid to our said ———, the ——— heirs and successors; to which payment well and truly to be made we bind ourselves and every of us, jointly and severally, for and in the whole, our heirs, executors, and administrators, and every of them, firmly by these presents. Sealed with our seals. Dated this ——— day of ———, one thousand eight hundred and fifty.

*Form of passage broker's licence.**

A. B., of ———, in the ———, having shown to the satisfaction of me (or us), the undersigned, that he hath given bond to ——— Majesty, as by the "passengers act, 1855," required, and also given fourteen days' previous notice to

* N. B.—Each member of a firm or partnership who acts as a passage broker must have a separate licence.

the emigration commissioners [board of trade] of his intention to make application for a licence to carry on the business of a passage broker in respect of passage from the United Kingdom to any place out of Europe, and not being within the Mediterranean Sea, I (or we), the undersigned, having had no sufficient cause shown to me (or us), and seeing no valid reason why the said A. B. should not receive such licence, do hereby licence and authorize the said A. B. to carry on the business of passage broker as aforesaid until the end of the present year, and thirty-one days afterwards, unless this licence shall be sooner determined by forfeiture for misconduct on the part of the said A. B. as in the "passengers act, 1855," is provided.

Given under my hand and seal (or our respective hands and seals), this — day of —, 185—, at —.

Signature, — (L. S.),

(Justices of the peace, police or stipendiary magistrate, or sheriff, or steward, or sheriff, or steward substitute, as the case may be.)

Form of notice to be given to the emigration commissioners [board of trade] by justice granting a licence.

GENTLEMEN: This is to give notice that we (or I), the undersigned, did, on the — day of —, 185—, license A. B., of —, to carry on the business of a passage broker under the provisions of the "passengers act, 1855."

Signatures — — —,

Justices of the Peace (or as the case may be).

Place, — — —, date, —.

To the Emigration Commissioners [Board of Trade], London.

Form of notice to be given to the emigration commissioners [board of trade] by an applicant for a passage broker's licence.

GENTLEMEN: I, A. B., of —, in —, do hereby give you notice that it is my intention to apply, after the expiration of fourteen clear days from the putting of this notice into the post, to the justices to be assembled in petty sessions to be held — (or to the police or stipendiary magistrate for the city or borough or district of —, or if in Scotland to the sheriff or steward of —, as the case may be), for a licence to carry on the business of a passage broker, under the provisions of the "passengers act, 1855."

Signature — — —.

Date, — — —.

To the Emigration Commissioners [Board of Trade], London.

Form of notice to be given by the justices to the emigration commissioners [board of trade] of forfeiture of a passage broker's licence.

GENTLEMEN: This is to give you notice that the licence granted on the — day of —, 185—, to A. B., of — in —, to act as a passage broker, was, on the — day of — now last past, duly declared by me (or us), the undersigned justices of the peace, in petty sessions assembled, to be forfeited.

Signatures — — —.

Place and date, —, 185—.

To the Emigration Commissioners [Board of Trade], London.

Form of appointment of passage broker's agent.

I, A. B., of, &c. (or as the case may be), one of the partners and on behalf of the firm of, &c. (name all the partners and the style of the firm), carrying on the business of —, at —, do hereby nominate and appoint you, C. D., of, &c., to act as my agent and on my behalf in the sale or letting of passages and otherwise in the business of a passage broker, according to the provisions of "the passengers act, 1855."

Signature in full — — —.

Place and date, —, 185—.

Counter signature — — —,

Emigration Officer at the Port of —.

LXX. If any person shall by false representation as to the size of a ship, or otherwise, or by any false pretence or fraud whatsoever, induce any person to engage a passage in any ship, the person so offending shall for each offence be liable to a penalty not exceeding twenty pounds, nor less than five pounds sterling.

LXXI. Every person whatever, except the said emigration commissioners [board of trade] and persons acting for them and under their direct authority, who shall receive money from any person for or in respect of a passage in any ship, or of a cabin passage in any passenger ship proceeding from the United Kingdom to any place out of Europe, and not being within the Mediterranean Sea, shall give to the person paying such money a contract ticket, signed by the owner, charterer, or master of the ship or passenger ship (as the case may be), in which the passage is to be provided, or by some person in their or his name, and on their or his behalf: such contract ticket shall be made out in plain and legible characters on a printed form, which in the case of cabin passengers shall be according to the form contained in schedule hereto annexed, and in the case of all other passengers in the form contained in schedule hereto annexed, or according to such other form as in either case may from time to time be prescribed by the said emigration commissioners [board of trade,] in any notice issued under their hands, or the hands of any two of them, and published in the London Gazette. And any direction contained on the face of such form of contract ticket shall be obeyed in the same manner as if herein set forth. In case of noncompliance with any of the requirements of this section, or of any of the directions on such form of contract ticket not inconsistent with this act, the person so offending shall for each offence be liable to a penalty not exceeding fifty pounds nor less than five pounds sterling; provided always, that such contract tickets shall not be liable to any stamp duty.

LXXII. Any person who shall alter or cause to be altered, after it is once issued, or shall induce any person to part with, render useless, or destroy any such contract ticket, during the continuance of the contract which it is intended to evidence (except in the case of cabin passengers who may have consented thereto), shall be liable in each case to the penalty not exceeding twenty pounds sterling.

LXXV. Any person who shall act as an "emigrant runner" without having previously been licenced and registered as hereinafter mentioned, or who while so acting shall omit to wear conspicuously on his breast such badge as hereinafter mentioned, or who shall employ as an "emigrant runner" any person not duly licenced and registered, shall for each offence be liable to a penalty not exceeding five pounds nor less than twenty shillings.

LXXVI. The justices of the peace at any petty sessions held for the district or place within which any person wishing to act as an "emigrant runner" is to carry on his business may, upon the recommendation in writing of an emigrant officer, or of the chief constable or other head officer of police of such district or place (but not otherwise), grant, if they shall think fit, to such person wishing to act as runner a licence for that purpose according to the form in schedule hereto annexed, and such runner shall within forty-eight hours thereafter (under a penalty not exceeding forty shillings for any default) lodge such licence with the nearest emigration officer, who shall register the name and abode of such runner in a book to be kept for that purpose, and shall number each name registered in arithmetical progression, and shall supply to such runner, on his paying a sum not exceeding seven shillings for the same, a badge of such form and description as shall be approved by the said emigration commissioners [board of trade].

LXXVIII. If any "emigrant runner" shall refuse or fail to produce, on demand, his badge for inspection, or to permit any person to take the number thereof, or if he shall fail within forty-eight hours to give to the emigration officer of the port or place within which he is licensed to act, notice in writing of any change in his place of abode, in order that his new abode may be registered, or of the loss of his badge, or if he shall mutilate or deface his badge or wear the same while unlicensed, or wear any other than the one delivered to him by such emigration officer as aforesaid, or permit any other person to use his badge, he shall for each such offence be liable to a penalty not exceeding forty shillings and to the forfeiture of his licence, if the convicting justices or magistrate shall so determine; and any person retaining or using any "emigrant runner's" badge not issued to him under the provisions of this act, or counterfeiting or forging any such badge, shall for each offence be liable to a penalty not exceeding five pounds.

LXXX. No "emigrant runner" shall be entitled to recover from any passage broker any fee, commission, or reward for or in consideration of any service connected with emigration, unless he shall be acting under the written authority of such passage broker, nor, under a penalty for each offence not exceeding five pounds, shall take or demand from any person about to emigrate any fee or reward for the procuring of his passage, or in any way relating thereto.

This law provides that for any disobedience of its provisions or neglect on the part of the owners or charterers of vessels to carry out the

provisions of the law the complainant can not be deprived of the opportunity to obtain redress by any informality or technicality.

LXXXVII. No objection shall be taken or allowed to any complaint, information summons, or warrant under this act for any alleged defect therein, either in substance or in form, or for any variance between such complaint or information and the evidence adduced on the hearing thereof; but if any variance shall appear to the justice or justices present and acting at such hearing to be such that the party so summoned and appearing has been thereby deceived or misled, it shall be lawful for such justice or justices, upon such terms as he or they shall think fit, to adjourn the hearing of the case to some future day, and in the mean time to commit the defendant to such safe custody as the said justice or justices may think fit, or to discharge him upon his recognizance, with or without sureties, to appear at such time and place as may be appointed. No conviction, order, adjudication, or other proceeding under or in pursuance of this act shall be quashed or vacated for want of form.

In addition to the sections of the law cited, certain regulations have been formulated which provide for the government of all passenger ships sailing from Her Majesty's ports, of which the following is a copy:

At the court at Osborne House, Isle of Wight, the 3rd day of February, 1863 Present: The Queen's most excellent Majesty in council.

Whereas by the "passenger act, 1855," it is amongst other things enacted that it shall be lawful for Her Majesty, by any order in council, to prescribe such rules and regulations as to Her Majesty may seem fit for preserving order, promoting health and securing cleanliness and ventilation on board of passenger ships proceeding from the United Kingdom to any port or place in Her Majesty's possessions abroad; and the said rules and regulations from time to time in like manner to alter, amend, and revoke, as occasion may require; and

Whereas it is expedient to make provision for preserving order in private passenger ships conveying to the colony of Victoria, in Australia, as many as ten unprotected female passengers:

Now, therefore, Her Majesty doth, by and with the advice of her privy council and in pursuance and exercise of the authority vested in her by the said "passenger act, 1855," order, and it is hereby ordered, that in addition to the rules prescribed in the order in council, dated the twenty-fifth day of February, one thousand eight hundred and fifty-six, the rules hereinafter contained shall be observed in respect to unprotected female passengers on board such ships as last aforesaid.

1. In the construction and for the purposes of the order in council, the term "unprotected female passengers" shall signify every female passenger between the ages of twelve and thirty-five proceeding to the colony of Victoria by virtue of a passage warrant issued by the government of that colony, who, if married, shall not be accompanied by her husband, or, if unmarried, shall not be accompanied by her father or stepfather, or by a married brother with his wife, or a married sister with her husband, or by an unmarried brother over the age of twenty-five, the terms "passengers," "passenger ship," and "master" shall have the same significations as are assigned to them respectively in the said "passengers act, 1855," and words used in the plural number shall import the singular number also and the converse, unless inconsistent with the context.

2. All unprotected female passengers shall, during the voyage, be berthed in open berths, in a compartment in the aftermost part of the upper passenger deck of the ship, effectually divided off by substantial bulkheads from the other portions of such deck; and no single men, or men without their wives, shall be berthed next to the bulkhead dividing off such compartment.

3. The children under twelve years of age of married female passengers, unaccompanied by their husbands, shall be berthed with their mothers.

4. There shall be an entrance to such compartment from the upper deck or poop, exclusively appropriated to the use of such female passengers.

5. There shall be carried on board a matron, to be appointed by the owner or master of the ship, and to be charged with the maintenance of discipline among such female passengers as aforesaid.

6. No unprotected female passenger shall on any account be allowed to act or shall act as servant or attendant on the surgeon, master, or any of the officers of the ship, or on any male cabin passenger.

7. All intercourse between unprotected female passengers and any of the officers or crew of the ship, or between such females and any of the male passengers (except brothers or brothers-in-law, and in case of unprotected married women their children) is hereby strictly prohibited.

8. The master of the ship before sailing shall, with the approval of the emigration

officer at the port of clearance, mark out the portion of the poop or main deck to be assigned for the purpose of exercise to such unprotected female passengers, who, during the voyage, shall keep within the limits so marked out.

9. Before dark all such female passengers as aforesaid shall go below to their own compartment, and as soon as they are there collected, the master shall lock the entrance, and on no account shall any man enter the compartment during the night, except the surgeon in case of illness, or the officers and crew in case danger to the ship shall render their entrance necessary.

10. If the surgeon is required to attend professionally any of such unprotected female passengers at night, the matron shall accompany and remain with him while he discharges his duties.

11. The master of the ship shall afford to the matron and to the surgeon all the assistance in his power in carrying these regulations into effect.

12. Any person who shall refuse or neglect to obey any of the rules herein contained, or who shall obstruct the surgeon or master of the ship in the execution of any duty hereby imposed on them respectively, or who shall be guilty of insubordinate conduct, shall, on conviction, be liable for each offense to the penalties of fine and imprisonment imposed by the said passengers act, 1855.

13. This order in council shall not apply to ships chartered by Her Majesty's emigration commissioners.

And the most noble the Duke of Newcastle, one of Her Majesty's principal secretaries of state, is to give the necessary directions herein accordingly.

At the court at Osborne House, Isle of Wight, the 7th day of January, 1864. Present: The Queen's most excellent Majesty in council.

Whereas by the "passengers act, 1855," it is amongst other things enacted that it shall be lawful for Her Majesty, by an order in council, to prescribe such rules and regulations as to Her Majesty may seem fit for preserving order, promoting health, and securing cleanliness and ventilation on board of passenger ships proceeding from the United Kingdom to any port or place in Her Majesty's possessions abroad, and the said rules and regulations from time to time in like manner to alter, amend, and revoke, as occasion may require; and

Whereas it is expedient to revoke an order in council made at a court held at Buckingham Palace on the twenty-fifth day of February, one thousand eight hundred and fifty-six, in virtue of the provisions of the said act, and to make a new order in council:

Now, therefore, Her Majesty doth, by and with the advice of her privy council, and in pursuance and exercise of the authority vested in her by the said "passengers act, 1855," order, and it is hereby ordered, that the said order in council of the twenty-fifth day of February, one thousand eight hundred and fifty-six, be, and the same is hereby, revoked, and that the following shall henceforth be the rules for preserving order, for promoting health, and for securing cleanliness and ventilation to be observed on board of every passenger ship proceeding from the United Kingdom to any port or place in Her Majesty's possessions abroad out of Europe, and not being within the Mediterranean Sea.

1. All passengers who shall not be prevented by sickness or other sufficient cause, to be determined by the surgeon, or in ships carrying no surgeon by the master, shall rise not later than seven o'clock a. m., at which hour the fires shall be lighted.

2. It shall be the duty of the cook or cooks appointed under the thirty-ninth section of the said "passengers act, 1855," to light the fires and to take care that they be kept alight during the day, and also to take care that each passenger or family of passengers shall have the use of the fireplace at proper hours, in an order to be fixed by the master.

3. When the passengers are dressed their beds shall be rolled up.

4. The decks, including the space under the bottom of the berth, shall be swept before breakfast, and all dirt thrown overboard.

5. The breakfast hour shall be from eight to nine o'clock a. m. Before the commencement of breakfast all the emigrants, except as hereinbefore excepted, are to be out of bed and dressed, and the beds rolled up, and the deck on which the emigrants live properly swept.

6. The decks shall be further swept after every meal, and after breakfast is concluded shall be also dry-holly-stoned or scraped. This duty, as well as that of cleaning the ladders, hospitals, roundhouses, and water-closets, and of pumping water into the cisterns or tanks for the supply of the water-closets, shall be performed by a party who shall be taken in rotation from the adult males above fourteen in the proportion of five to every one hundred emigrants, and shall be considered as sweep-

ers for the day. But the single women shall do all necessary acts for keeping clean and in a proper state their own compartments, where a separate compartment is allotted to them, and the occupant of each berth shall see that his or her own berth is well brushed out.

7. Dinner shall commence at one o'clock p. m. and supper at six p. m.

8. The fires shall be extinguished at seven p. m., unless otherwise directed by the master or required for the use of the sick; and the emigrants shall be in their berths at ten o'clock p. m., except under the permission or authority of the surgeon, or, if there be no surgeon, of the master.

9. On each passenger deck there shall be lit at dusk, and kept burning till daylight, three safety-lamps, and such further number as shall allow one to be placed at each of the hatchways used by passengers.

10. No naked light shall be allowed between decks or in the hold at any time or on any account.

11. The scuttles and stern-ports, if any, shall, weather permitting, be opened at seven o'clock a. m. and kept open till ten o'clock p. m., and the hatches shall be kept open whenever the weather permits.

12. The coppers and cooking utensils shall be cleaned every day and the cistern kept filled with water.

13. The beds shall be well shaken and aired on deck, weather permitting, at least twice a week.

14. The bottom boards of the berths, if not fixtures, shall be removed and dry scrubbed and, weather permitting, taken on deck at least twice a week.

15. Two days in the week shall be appointed by the master as washing days, but no washing or drying of clothes shall on any account be permitted between decks.

16. On Sunday mornings the passengers shall be mustered at ten o'clock a. m. and will be expected to appear in clean and decent apparel. The Lord's Day shall be observed as religiously as circumstances will admit.

17. No spirits or gunpowder shall be taken on board by any passenger, and if either of those articles be discovered in the possession of a passenger it shall be taken into the custody of the master during the voyage and not returned to the passenger until he has landed or is on the point of landing.

18. No loose hay or straw shall be allowed below for any purpose.

19. No smoking shall be allowed between decks.

20. The following kinds of misconduct are hereby strictly prohibited; that is to say, all immoral or indecent acts or conduct, taking improper liberties or using improper familiarities with the female passengers, using blasphemous, obscene, or indecent language, or language tending to a breach of the peace, swearing, gambling, drunkenness, fighting, disorderly, riotous, quarrelsome, or insubordinate conduct also all deposits of filth or offensive acts of uncleanness in the between decks; provided that no conviction under the said passengers act for any of the offences herein specified shall operate as a bar to any civil or criminal proceeding which may in the ordinary course of law be instituted for the same offence by any party aggrieved.

21. Firearms, swords, and other offensive weapons, shall, as soon as the passengers embark, be placed in the custody of the master.

22. No sailors shall be allowed to remain on the passenger deck among the passengers except on duty.

23. No passenger shall go to the ship's cook-house without special permission from the master, nor remain in the fore-castle among the sailors on any account.

24. In vessels not expressly required by the said "Passengers act, 1855," to have on board such ventilating apparatus as therein mentioned, such other provisions shall be made for ventilation as shall be required by the emigration officer at the port of embarkation, or, in his absence, by the officers of customs.

25. And to prevent all doubt in the construction of this order in council it is hereby further ordered that the terms "United Kingdom," "passenger," "passenger ship," "passenger deck," and "master," shall herein have the same significations as are assigned to them respectively in the said "Passengers act, 1855," and unless inconsistent with the context words of one number shall import both numbers.

And the most noble the Duke of Newcastle, one of Her Majesty's principal secretaries of state, is to give the necessary directions herein accordingly.

Ship _____.

Counterpart of passenger's contract ticket.

This part of the contract ticket is to be separated from the other, and to be delivered by the passenger to the emigration officer at the port of embarkation (or, if no such officer, to the officer of customs), or to any one appointed by him to receive it, under a penalty not exceeding £10.

CONTRACT TICKET.

I engage that the persons mentioned below shall be provided with a steerage passage to _____ and be landed at the port of _____ in _____ in the ship _____ of _____ tons, with not less than ten cubic feet for luggage for each statute adult, and shall be victualled during the whole voyage according to the dietary scale prescribed by law. The ship to receive her passengers at _____ on the _____ day of _____ 185-. Passage money, including government dues, if any, and all charges of landing, £_____.

Names.	Ages.

_____ souls equal to _____ statute adults.

To be signed in full by the party issuing the ticket. }

* Insert number of souls and of statute adults respectively.

Passenger's contract ticket.

These directions and the "notices to passengers" below form part of, and must appear on, each contract ticket.

1. A contract ticket in this form must be given to every passenger engaging a passage from the United Kingdom to any place out of Europe, and not being within the Mediterranean Sea.

2. The victualling scale for the voyage must be printed in the body of the ticket.

3. All the blanks must be correctly filled in and the ticket must be legibly signed with the Christian names and surname and address in full of the party issuing the same.

4. The day of the month on which the passengers are to embark must be inserted in words and not in figures.

5. When once issued this ticket must not be withdrawn from the passenger, nor any alteration, addition, or erasure made in it.

Ship _____ of _____ tons register, to take in passengers at _____ for _____ on the _____ day of _____, 185-.

Names.	Ages.	Equal to statute adults.

I engage that the person named in the margin hereof shall be provided with a steerage passage to, and shall be landed at, the port of _____, in _____ in the ship _____, with not less than ten cubic feet for luggage for each statute adult, and shall be victualled during the voyage and the time of detention at any place before its termination, according to the subjoined scale, for the sum of £_____, including government dues before embarkation and head money, if any, at the place of landing, and every other charge, except freight for excess of luggage beyond the quantity above specified, and I hereby acknowledge to have received the sum of £_____ in full (part) payment.

The following quantities, at least, of water and provisions (to be issued daily) will be supplied by the master of the ship, as required by law, viz., to each statute adult 3 quarts of water daily, exclusive of what is necessary for cooking the articles required by the passengers act to be issued in a cooked state, and a weekly allowance of provisions according to the following scale:

[Here insert the victualling scale intended to be used on the voyage. This must be either the scale prescribed in the 35th section of the passengers act, 1855, or that scale modified by the introduction of articles authorized by the act, to be substituted for oatmeal, rice, and potatoes.]

[N. B.—If mess utensils and bedding are to be provided by the ship, the stipulation must be inserted here.]

Signature in full _____.
Place and date _____.

[If signed by a broker or agent, state on whose behalf.]

Deposit £_____. }
Balance £_____. } to be paid at _____.
Total £_____. }

NOTICE TO PASSENGERS.

1. If passengers, through no default of their own, are not received on board on the day named in their contract tickets, or fail to obtain a passage in the ship, they should apply to the Government emigration officer at the port, who will assist them in obtaining redress under the passengers act.

2. Passengers should carefully keep this part of their contract ticket until after the end of the voyage.

N. B.—This contract ticket is exempt from stamp duty.

In addition to the provisions of the law above quoted the regulations for agents prescribed by the North Atlantic Steam Traffic Conference are given, also the form prescribed for the agents' authority under the law:

THE NORTH ATLANTIC STEAM TRAFFIC CONFERENCE.

REGULATIONS FOR AGENTS.

The attention of agents is specially called to the following conference regulation. A license to act as agent for any conference line is granted only on the following conditions, and the acceptance or retention of such license is considered as an acquiescence on the part of the agent in these conditions:

(1) The amount actually received as deposit, as well as the total passage money and balance due, is in all cases to be entered on the ticket.

(2) Agents are strictly prohibited from making any reduction in the ocean or railway fares or granting any allowance in any shape or form to passengers directly or indirectly. It shall be considered a breach of this rule for the agent to allow connection with the booking, any portion of his commission to any person whatever.

(3) No agent is permitted to issue inland tickets nor in any way to book or quote rates to passengers, nor to cause them to be booked, nor to receive commission if their being so booked from the port of debarkation to their place of destination in America, except through the steamship company for which the ocean tickets are issued; and no agent is permitted to issue tickets to places not mentioned in the current tariffs supplied to him by the conference company he represents.

(4) Any agent reported by any member of the conference for irregularity in remittances becomes at once disqualified for acting for any conference company. Other infractions of rules may be dealt with by fine or disqualification, as decided by conference. No allowance is made for postage or any other charge excepting cost of bankers' draft, postal or post-office order. Under no circumstances can a charge be allowed for remittance by private check, which latter form of remittance is only permitted if previously arranged with the company.

(5) No charge is allowed to be made by agents for bill-posting.

(6) No circular or publication of any kind reflecting upon or instituting any comparison unfavorable to any conference line is to be issued by any agent.

(7) When an agent advertises a rate for passage to America he must distinctly name the line by which such rate is available.

(8) No agent is to issue tickets, book passengers, nor cause them to be booked directly or indirectly, nor permit any person in his employ or on his premises to book for any steamship line sailing from any port in Europe to any port in the United States or Canada, except those forming this conference.

(9.) In order to regulate the connection between Liverpool agents and agents in the country and other towns, and to prevent the one interfering with the function of the other, as is now frequently the case, to the detriment of all concerned, and further, to prevent indirect breaches of conference regulations, it has been agreed between the several conference companies, as follows:

(a) That the charge per night for lodgings at the house of any Liverpool agent not including anything else but attendance, be not less than one shilling per adult or one shilling and sixpence for two persons sleeping in one bed, for all British passengers except those only just arrived from Ireland, for which passengers the lower charge for lodgings shall be sixpence per night.

(b) That the lowest charge for a plain meal be sixpence; and for a meal with meat one shilling.

(c) That the payment of commission on the board or lodging of passengers is strictly prohibited. Agents found paying or receiving such to be at once disqualified.

(d) That agents outside of Liverpool be prohibited from making use of, or supplying passengers with, any baggage labels except those issued by the steamship companies.

The names of the conference companies are: Allan Line, Allan Brothers & Co. American Line, Richardson, Spence & Co.; Anchor Line, Henderson Brother Beaver Line, The Canada Shipping Company, Limited; Cunard Line, The Cunard Steamship Company, Limited; Dominion Line, Flinn, Main & Montgomery; Guion Line, Guion & Co.; Inman Line (The Inman and International Steamship Company Limited), Richardson, Spence & Co.; National Line, The National Steamship Company, Limited; State Line, The State Steamship Company, Limited; Warren Line Tapscott, Smith & Co.; White Star Line, Ismay, Imrie & Co.

LIVERPOOL, January 1, 1891.

Form of license.

WHITE STAR LINE—AGENT'S AUTHORITY FOR 188—.

I, ———, of Liverpool, in the county of Lancaster, one of the partners in, and on behalf of, the firm of ———, carrying on the business of merchants at 10 Water street, Liverpool, do hereby nominate and appoint you, Mr. ———, to act as my agent and on my behalf in the sale or letting of passages, and otherwise in the business of a passage broker, according to the provisions of the "Passengers' act, 1855 and 1863."

Liverpool, ———, 188—.

Countersigned: _____

Chief Emigration Officer.

HOLLAND.

The following extracts are from the law respecting the transit and conveyance of emigrants from ports within the realm:

Act of the 15th of July, 1869, respecting the transit and conveyance of emigrants.

ART. 1. Foreign emigrants shall be allowed to pass through the Netherlands, although unprovided with passports or other safe conducts, upon simply presenting themselves, provided the object of their journey is satisfactorily stated to the proper authorities on the frontiers or at the first place at which they shall arrive.

ART. 2. The examination required by Art. 1 shall be conducted by the chief of the police on the frontier or at the first place of arrival. He shall be authorized to grant a pass to emigrants. This pass shall have the force of a permission to reside for the time of two months.

He shall also afford them all the information necessary to facilitate the journey to the port of embarkation.

ART. 3. Foreign emigrants who have not left the country within the term of two months shall provide themselves with a permit according to the law. Should their departure have been delayed by unavoidable reasons, the pass mentioned in the 1st section of the preceding article shall be prolonged for a period to be fixed by the chief of the police at the place where the emigrant may be staying.

Before granting of the permit prescribed in the first section, foreign emigrants whose presence may endanger the safety of the public may be sent out of the country upon our warrant according to the law relating to aliens.

ART. 4. Commissioners for superintending the conveyance of emigrants shall be appointed by the governor of the province in such districts as are indicated by us, in accordance with instructions to be given by us.

The commissioners shall, if possible, include members of the chambers of commerce and manufactures, and members of the municipal council, together with persons well acquainted with matters relating to navigation.

The necessary expenses of the commissioners shall be defrayed by a fixed annual payment out of the exchequer.

In districts where no commissioners have been appointed, the mayor and aldermen shall be instructed to regulate the conveyance of emigrants. The stipulations of this act relating to the emigration commissioners are made applicable to them.

ART. 5. The police shall be bound to render every assistance to the commissioners in enforcing this law and the regulations that may be prescribed by us for carrying it into effect.

At the requisition and in the presence of one of the commissioners, they shall be authorized at any time to go on board of vessels indicated in Art. 14, as being ready for the conveyance of emigrants, and also to enter the dwelling-houses where emigrants may be lodging, notwithstanding any opposition on the part of the inmates.

ART. 6. Besides the powers which, by this act and by the general regulations, as detailed in Art. 24, are granted to the emigration commissioners, it shall form part of their duty:

To offer aid and protection, and give advice and information to emigrants;

To use their endeavours in arranging any differences that may arise between emigrants and passage brokers or their agents, or between emigrants and the persons mentioned in Art. 17;

To inspect, or cause to be inspected, all vessels which have been reported as ready for the passage of emigrants, in conformity with Art. 14, as also the houses in which emigrants may be lodging;

To superintend the sanitary condition of the emigrants.

ART. 6a. The emigration commissioners shall also be empowered to issue certifi-

cates, on application, (1) to innkeepers for the board and lodging of emigrants; (2) to all persons who may be desirous of offering any services to emigrants.

These certificates shall be issued gratis, and always for one year, and shall be subject to revocation by the commissioners at any time.

ART. 7. Any person undertaking, either on his own account or as agent, to convey Dutch or foreign emigrants from the Netherlands to a place out of Europe shall notwithstanding whether the embarkation takes place in a Netherland or a foreign port, previously provide real or personal bail as a guarantee for the fulfillment of the conditions which are binding upon him in virtue of this act and of the regulations which may be imposed by us, according to Art. 24; such bail to be placed at the disposal of the emigration commissioners in the district where the vessel for the conveyance of emigrants is reported and inspected. The amount of the bail is to be fixed by the commissioners and shall not exceed ten thousand guilders.*

In case any part of the bail should have been employed, it shall be made up to the original amount within the term to be fixed by the commissioners.

If personal bail be offered only those who are established in the country and who are approved by the commissioners shall be accepted, and they shall become bound conjointly with the principal surety.

ART. 8. The passage-broker shall be responsible to the emigration commissioners for the due fulfillment of the obligations which, by virtue of this act and of the regulations to be enacted by us, according to Art. 24, shall devolve upon him.

Should the passage-broker neglect to fulfill all the obligations which he has undertaken the commissioners shall perform the same at his cost, and, if necessary, at that of his co-sureties.

If in any action for neglect of duty, as mentioned in the preceding section, which the commissioners shall bring against the passage-broker or his sureties, the commissioners be condemned to pay damages and costs, such damages and costs shall be defrayed by the State.

In the absence of any other proof, the passage-broker shall be considered to have fulfilled all the conditions binding upon him, in case within a period of one year after the arrival of the vessel at the place of destination, indicated in the statement mentioned in Art. 16, no claim shall have been brought in against him, before the authorized commissioners, with reference to the conveyance of emigrants by the vessel.

ART. 9. The passage-broker shall deliver to each emigrant whom he has undertaken to provide with a passage a written statement signed by the said broker, which shall contain—

The emigrant's surname, christian names, age, profession or trade, and last place of residence, and also the name of the place to which the emigrant is desirous of being conveyed;

The amount of passage-money to be paid by the emigrant, including the cost of provisions, and a statement of the amount which he may have already paid on account of these charges;

The number of cubic metres to which the emigrant shall be entitled free of charge for the stowage of his baggage;

The name of the vessel and of the place where she is lying, the name of the master and the day on which the emigrants must be on board;

If, during the voyage, a change of conveyance has to be made, either in Europe or elsewhere, then in addition the name and address of the agents at that place, who will have to provide the emigrant with the means of continuing his voyage to the place of his destination.

These statements shall be written in Dutch and German or in either of those languages which may be spoken by the emigrant.

Any alterations subsequently made in the statement, and all receipts of passage money shall be entered therein.

The said statements shall be produced and signed at the proper emigration office previous to the departure.

ART. 13. Before the departure of the vessel, the passage-broker shall effect an insurance by which the insurer shall bind himself in case of disasters at sea, to make good all expenses for the maintenance of the emigrants while the ship is undergoing repairs or for their passage to the place of their destination in case the vessel should not be able to proceed on the voyage.

ART. 15. No ship having emigrants on board shall be allowed to clear out but on the exhibition of a certificate from the emigration commissioners to the effect that there is no reason why such clearance should not take place.

The commissioners shall refuse to issue the said certificate if the ship is unseaworthy or not fitted out according to existing regulations, or not provided with the necessary accommodation, or should their exist any other reasons which may render the sailing of the ship unadvisable for the welfare of the emigrants.

The commissioners shall without delay inform the passage-broker of their reasons

for withholding the certificate, and, if he thinks fit, he may appeal against their decision to the mayor and aldermen of the place where the emigrants were to embark; or, in case they are acting for the commissioners, then to the deputed States of the province.

ART. 17. Any person undertaking, either as principal or agent, the conveyance of Dutch or foreign emigrants from any place in the Netherlands to any other place in Europe, or taking any part as agent in promoting such conveyance, notwithstanding whether the embarkation may take place in a Netherlands or a foreign port, shall deposit with the emigration commissioners, or where there are no such commissioners, with the local authorities of his place of residence, real or personal bail in a sum not exceeding five thousand guilders,* and under the same conditions as those imposed by Art. 7.

He shall not be allowed to undertake the conveyance of emigrants to any place out of Europe.

The conditions imposed by Art. 8 are made applicable to him.

ART. 21. It shall be prohibited to sell or offer for sale to emigrants, before they have reached their port of destination, contract tickets, by which they may continue their journey.

The passage-broker referred to in Art. 7 may, however, undertake the conveyance of emigrants beyond the port of arrival according to a contract to be subscribed by him.

ART. 22. Persons who are not qualified according to this act shall be prohibited from advertising in newspapers, posting up bills, hanging out boards, or taking any means whatever for making it known that they are emigration agents.

The police shall be authorized to remove all such bills, boards, and other similar objects.

ART. 23. Any person violating the first section of Art. 7, and of Art. 17, shall be subject to a penalty of not less than one hundred nor more than five hundred guilders;†

The 2nd section of Art. 7, though the violation is committed by the persons mentioned in Art. 17 and Art. 16, to a penalty of not less than ten nor more than twenty-five guilders for each day's delay;

Art. 9, 18, and 22, to a penalty of not less than twenty-five nor more than one hundred guilders;

Art. 20, to a penalty of not less than twenty-five nor more than one hundred guilders for each emigrant from whom remuneration may have been received;

Art. 21, to a penalty of not less than twenty-five nor more than one hundred guilders for each emigrant to whom a contract ticket may have been sold or offered for sale.

ART. 25. In all ships which come under the restrictions of this act copies of the same in Dutch, German, English, and French, as also of the general enactment mentioned in the preceding article, shall be affixed in places where the same shall be visible and of easy access.

ART. 27a. The local magistrate at the place of embarkation shall take cognizance of all personal actions, or actions having reference to personal property, to which emigrants may be parties, so far as these actions arise out of contracts or things done at the place of embarkation, or as regards foreign emigrants, with respect to their passage through the country; with power of appeal in case the action shall be for a sum exceeding four hundred guilders.

Should there be more than one magistrate at the port of embarkation, the plaintiff shall have the power of selecting the one before whom the action is to be brought.

In the usual notice by summons at least two clear days shall be allowed in which to enter an appearance.

In urgent cases the magistrate may grant summonses, returnable from day to day, or even from hour to hour, as prescribed in Art. 7 of the code of civil procedure.

In accordance with the provisions of the foregoing act the following regulations have been issued by the Government of Holland. Only those portions are printed which relate to the transit of emigrants:

ART. 3. The space appropriated to the cabins of emigrants shall not be less than 1.53 metre‡ in height, measuring from deck to deck.

For each emigrant there shall be appropriated a clear superficies of not less than 1.75 square metre, with a height of 1.53 metre, or of 1.25 square metre, with 1.85 metre or more in height.

Should the conveyance be made in a steamer, the emigrants' cabins shall be separated from the engine-room by a traversing partition, at a distance of at least one metre.

ART. 6. No emigrants shall be berthed between decks, or upon what is called an orlop-deck, without the written consent of the emigration commissioners, and according to the conditions attached to that consent.

* \$1,900.00.

† A guilder is equivalent to 38 cents.

‡ Metre is 39½ inches.

ART. 7. Detached cabins, separated from the cabins of the other emigrants by bath-work, shall be appropriated to unmarried emigrants of the male sex who have attained the age of fourteen years.

ART. 8. The space appropriated to the cabins for emigrants shall be provided with the proper means for ventilation.

Should circumstances prevent the use of those means, the master, in consultation with the doctor, should there be one on board, shall provide for proper ventilation.

ART. 10. The berths measured inside shall be at least 1.85 metre long, and for each person at least 0.50 metre wide.

There shall be an open space of at least 0.15 metre between the lower-deck and the bottom of the lowest tier of berths.

More than two berths shall not be placed above one another. The bottom of the upper tiers of berths shall be at one half the distance between the upper deck and the bottom of the lowest tier.

ART. 11. The hammocks and cots shall be made of sail cloth or strong canvas. They shall be of the same dimensions as the hammocks and cots used by the crew and provided with crane lines and lanyards.

The cots are principally intended for females. Double cots, or cots for two persons, shall only be used by married couples, by two females, or by two children under the age of twelve.

ART. 12. The bed-clothes of the emigrants shall be clean and kept in good repair. The mattresses shall be filled with fresh and dry straw.

If possible, the bed-clothes shall be brought on deck every day and well aired. Each emigrant shall attend to the cleanliness of his own bed-place and bed-clothes.

The hammocks and cots, with everything appertaining to them, shall be stowed away every morning, at an hour to be specified by the master, in a dry and secure place, and hung up again in the evening.

ART. 13. During fine weather the emigrants shall remain on deck as much as possible. They shall not remain between decks during the day but with the consent of the master.

Everything which may tend to render the air impure in the cabins of the emigrants shall be rigorously excluded by day as well as by night.

These cabins shall be cleaned daily by the emigrants, each in his turn, as designated by the master. The necessary utensils thereto shall be provided by the passage-brokers.

ART. 14. The emigrants' cabins shall be lighted up by the passage-brokers from sunset to sunrise, by means of clear and brilliant ships' lanterns.

ART. 18. On every vessel fitted out for the conveyance of emigrants there shall be a separate place for the treatment of the sick. In ships fitted out for one hundred emigrants this place shall be at least 1.53 metres in height, with a surface of at least 8 square metres. For a larger number of emigrants the required space shall be proportionably increased. The restrictions embodied in Art. 8 shall be applicable to this apartment.

The necessary medicines and surgical instruments shall be subjected to an examination and approval, before the departure of the ship, according to the regulation of Art. 27 of the act of the 1st of June, 1865 (*Official Journal*, N. 61).

The passage-brokers shall provide a competent doctor on every vessel fitted out for the conveyance of emigrants to any port to the east of the Cape of Good Hope or west of Cape Horn.

His duties shall commence previous to the embarkation of the emigrants; and he shall be present at the said embarkation.

The master shall, so far as may be possible, follow the advice given to him by the doctor relative to the health of the emigrants.

ART. 19. Emigrants who, according to a written certificate of a competent doctor, may be suffering from any disease of a dangerously contagious nature shall not be received on board the ship.

Should any disease of a similar nature manifest itself among the emigrants after their embarkation, but before the sailing of the vessel, those emigrants who, according to a similar certificate, may be suffering from that disease shall be disembarked.

The emigration commissioners shall not issue a certificate declaring that there exists no reason against the clearing out of the ship unless they are assured that the sickness on board has disappeared.

BELGIUM.

The regulations in force in the Kingdom of Belgium concerning the transportation of emigrants are provided for by law. Under its provisions there is a commission consisting of the governor of the province in which the seaport is situated, the minister of foreign affairs, one

member of the Government council, two merchants, the Government inspector of railroads, and two notable persons to be chosen by the Government. An officer of the provincial government acts as secretary. This board of commissioners is authorized to appoint a commission of inspection, whose duty it is to survey every vessel designed to carry migrants and to see that the provisions of the law are properly executed. Their law also provides that before any person can act as an agent for the sale of passenger tickets, or engage in the transportation of passengers, he must file a bond, to be approved by the Government, for the sum of 20,000 francs,* which sum is forfeited if the provisions of the law are not complied with. Article 30 provides that single women shall have separate apartments, and "access to their quarters by any of the masculine sex is rigorously interdicted during the voyage, except to the captain, the second officer in command, and the person who is specially charged with the care of these quarters." In case of any infringement of this regulation the emigrant is requested to immediately notify the Government commissioner, who takes the necessary steps at once to bring the offender to punishment.

The extracts from the law which follow are printed in three languages and displayed in the boarding houses where the emigrants remain before sailing, and also on shipboard.

Extracts from the Belgian regulations, approved by King Leopold April 29, 1890, for the transport of emigrants.]

Useful advice for passengers.

ART. 3. The following are the duties of the committee of inspection:

- (1) To inspect and regulate, as far as emigration is concerned, the working of the committee of survey and of the naval commissioner.
- (2) To solve any difficulties and to settle amicably any disputes arising from the conveyance of emigrants.

ART. 8. The Government commissioner is appointed to superintend the execution of the measures prescribed by the present regulations, and by the instructions which will be given in order to facilitate their application. He is especially required to seek every means of improving the situation of the emigrants, while taking into account the exigencies of trade and navigation. He must protect and assist the migrants, and will explain to them, if necessary, the rights to which they are entitled by the Belgian laws, or under their contract. On his demand the shippers are bound to submit to him the said contracts and all documents relating thereto.

ART. 11. The inspecting doctor or his assistant will decide what drugs, instruments, and disinfectants will be required according to the length of the voyage, and also make certain of their good quality and of their conformity with his directions. He will require the medicine-chest to contain directions for the use of each kind of drug. If there is a dispensing room on board, his duty is to inspect it. Assisted by the ship surgeon, he will go through a most careful examination of all between-deck passengers. This inspection must be conducted with all needful precaution and with every consideration for humanity and for the personal dignity of the emigrants. The Government claims the right of having any such inspections on the regular lines, and as far as possible for all others, carried out in a closed room, properly lighted and warmed in winter. The doctor may forbid the embarkation of any emigrant or passenger who is seriously ill, or who shows any symptoms of contagious disease. Finally, he must examine and decide upon the qualifications of the persons who are appointed and shipped as medical officers in charge of emigrants.

ART. 12. Any emigrant complying with the conditions stated in article 5 of the migration law and in article 11 of the present regulations will retain the right, after recovery, of being conveyed to his destination at the price and under the conditions of the contract for him or herself, his or her wife or husband, and the members of their family in direct and collateral lines, up to the third degree of relationship; as well as for the children and young girls entrusted to his care, provided they be included in the same contract. Any expenses of maintenance during the interval must be borne by the emigrants.

ART. 16. Any person acting as guide to, advising or influencing, the emigrants in any way during their journey across country and during their stay at the port of

* A Franc is equal to about 19 cents.

embarkation must be provided with a regular license delivered by an authorized agency, and must be recognized by the local authorities.

In virtue of the powers delivered by any authorized agency, the said agency rend itself responsible for the acts of its proxy. Such licenses are only valid for two months, and must be signed by the Government emigration commissioner within fortnight of their issue.

ART. 17. Even if a vessel carries less than twenty-five emigrants, they will still entitled to claim the intervention of the Government commissioner in order to cert the quality and quantity of provisions and to ensure due execution of the shippi contract.

ART. 18. The amount of demurrage fixed by article 6 of the emigration act board and lodging of the emigrants, in case of delays in sailing, is fixed at 2 franc per day for adults and 1 franc for children up to 12 years of age completed. In case of unavoidable delay provided for in section 3 of the same article, the charterer bound to board and lodge any passengers with whom he has contracted in establishments under the direct and special inspection of the local authorities.

ART. 19. The charterer is bound to convey the emigrants and their luggage to the place of destination and to provide for their maintenance until it is reached. Such obligation extends even to the case of the vessel being prevented, by whatever cause (save by war or blockade), from leaving on the day fixed, or from proceeding on the voyage.

ART. 44. The captain cannot deprive passengers of access to the deck, unless such prohibition is justified by stress of weather, or other serious circumstances. He regulates the meals, which are to be three per day. He is bound to vary the food the emigrants.

As far as convenient, the passengers are to be divided into messes of ten; each mess will then choose a president, who receives the daily ration for the whole mess. Three heads of messes chosen by the emigrants will, under the authority of the captain, and, if necessary, of the special agent, take charge of the equitable distribution of provisions. The shipowner or the freighter are responsible for the work of cooking. Every passenger is entitled to the ordinary rations, even if he has brought additional provisions on board for his own use. Smoking is forbidden between decks. The between-decks are to be cleaned every day and purified with chloride of lime, or with any other suitable disinfectant, at least three times a week. Each division of the between-decks to be lighted by two vegetable-oil lanterns.

An additional lantern will be supplied by the shipowners for every hundred passengers. The captain is bound to see that both the life boats and rafts are kept in good order, completely equipped, and ready for immediate use should circumstances require it. He is also responsible for the good condition of the water pipes in the event of fire, as well as of the buoys and life belts, in order to permit of their immediate use. Every passenger has the right to remain on board for twenty-four hours after the arrival of the vessel in port, and to be maintained at the cost of the shipowner. Such right, however, does not exist for steamers. The captain is forbidden to take down or to disturb the berths before the expiration of such time allowance, unless the vessel is bound to sail immediately. The captain will do his utmost to facilitate the unloading of the luggage and delivery of the same in good condition to its owners. Any passenger having a complaint to make can apply to the Belgian consul at the port of arrival.

ART. 46. The captain is bound to draw up according to law such registration declaration as may be required during the passage, and to file them at the Belgian consulate at the port of arrival.

PROVISIONS.

The complete rations for each passenger are fixed as follows, per week, reckoning two children, from one to ten years, as equal to one adult.

Potatoes	kilogram*.	2½	Stockfish or cod	gram.	1
Biscuits	do.	2½	Vinegar	centil.	
Barley or barley meal	gram†.	500	Herrings, salted or smoked ..	pieces..	
Flour	do.	750	Coffee	gram.	
Peas and beans	do.	750	Chicory	do.	
Rice	do.	500	Syrup	do.	
Salt bacon	do.	500	Dutch cheese	do.	
Beef, salt or fresh	do.	750	Salt	do.	5
Butter (half of which may be exchanged for lard or smoked bacon)	gram.	250	Tea	do.	
Brown sugar	do.	150	Pepper	do.	
Prunes or dried fruit	do.	125	New bread at starting for each adult	kilogram.	
Choucroute	do.	125	Fresh water, per day	litres‡.	

* A kilogram is 2½ pounds.

† Gramme is about 15 grains.

‡ Litre about 2 pints.

The quantity of fresh vegetables and onions to be supplied according to the season as additional stores will be decided by the committee of inspection.

The ship surgeon will decide the quantity of extract of meat, condensed milk, and sago to be taken on board for the use of the sick, as well as lemon or lime juice, which will be served out to the passengers in general according to his directions.

Such distribution is, however, only compulsory under the tropics.

The food is prepared by the shipowner and distributed three times daily, viz:

Breakfast at 8 o'clock, and consists of coffee, sugar, new bread or biscuit, and butter.

Dinner at one o'clock: Soup, beef or pork with potatoes, peas or beans, and bread.

Supper, at 6 o'clock p. m.: Coffee or tea, sugar, biscuit or bread.

In addition to the above 500 gr. of condensed milk and 500 gr. of milk flour shall be allowed for each child under three years of age. For each child between 3 to 7 and each nursing mother 100 gr. of extract of meat must be allowed.

Finally, twenty bottles of Bordeaux must be provided for every hundred passengers.

The committee of inspection may authorize the substitution of dried provisions for potatoes in the proportion of one kilogram in every five.

According to the season, they may require barley, peas, and beans to be replaced by potatoes, $7\frac{1}{2}$ kilogrammes of the former being the equivalent for 40 kilogrammes of the latter.

If there is a bakery on board, the quantity of biscuit in store may be reduced to one quarter, and in such case the supply of flour must be increased to the amount of the remaining three quarters.

PRUSSIAN EMIGRATION LAWS.

The following are extracts from the laws of the Prussian Government regulating emigration, which are published in German and English:

SEC. 1. For all those matters to which this ordinance refers, there exists, in conformity with the law of the 24th of February, 1854, relating to the chamber of commerce, the "emigration commission," which is formed of some members of the senate, who are also charged with the government inspection over this branch of business, and some members of the chamber of commerce.

SEC. 2. The provisions of this ordinance extend, with a temporary exception for mail steamers, to all ships by which passengers are conveyed to any port out of Europe; it is, however, left to the discretion of the senate, after having previously taken the opinion of the emigration commission and with the consent of the chamber of commerce, both to apply the same to mail steamers and to exempt from them ordinary steamers that do not carry the mails.

SEC. 3. No persons are licensed to engage or convey passengers but those who possess the Bremen citizenship, who are domiciled in the State of Bremen, and have given a security approved of by the emigration commission.

SEC. 4. With regard to that security the following special regulations are to be observed:

(1) The security is to be given to the amount of five thousand rix dollars, in cash, pledges, or by bail, and extends to all obligations both towards the passengers and the Bremen Government, incumbent upon the dispatcher, whether he be the dispatcher of a ship (owner, consignee, affreighter), or whether he be the dispatcher of passengers (who has entered into passage contracts with passengers); especially also to the payment of any insurance premiums and penalties.

* * * * *

(4) The security loses its efficacy with regard to all those claims that are not legally asserted and notified to the emigration commission before the expiration of one year after their arising.

* * * * *

SEC. 6. Masters of passenger ships are permitted to engage passengers for the ship commanded by them by order and for account of their owners, provided that the latter have fulfilled the requirements of §§ 3 et sequ.; however, the shipowners are personally liable, towards the passengers and towards the Bremen Government, both for the observance of all the provisions of the existing laws relative to the engagement of ships' passengers and for the fulfillment of their contract.

RULE 9 OF RULES.

The royal authorities, whenever they find it necessary, may prohibit the contractors or their agents from displaying advertisements of their business in public squares,

in hotels and inns, in railway or steamship stations throughout the whole or a part of the district under their control.

SEC. 7. Agents and subagents not authorized to conclude the sale of steamship transport tickets, but who are only intermediaries, must refrain from negotiating contracts which do not correspond to the requirements of the law in sections one to three of the regulations. They must send a written report to the local police authority whenever a person desiring to emigrate applies to them to negotiate for a steamship ticket. The last rule is also applicable to inland contractors and agents who are authorized to sell transport tickets in all cases where those desiring to emigrate apply directly to them.

A registry book for all individuals booked is to be kept by them, always open to inspection by the police authorities, and when demanded they are obligated to bring the register to the office of the local police.

Agents are forbidden to negotiate or sell steamship tickets outside the district conceded to them. The Rule G, section 4, is also applied to them.

A copy of this authorization paper, given to the subagents by their head agent, must be submitted to the district administration with the application for such authority, and is to be retained by the police authorities.

SEC. 10. Deserters and persons owing military service to any State of the German Confederation, as well as persons endeavouring to escape punishment for crimes or offences committed by them, or who are affected with any infectious disease, must not be conveyed.

The same prohibition applies to the conveyance of those persons whose immigration is forbidden by the laws of the place of destination.

In case of detection, all such persons will be removed to their respective homes by the police authorities.

Whoever knowingly acts contrary to this prohibition not only incurs an adequate penalty, but is also answerable for all the expenses which may thereby accrue to the Bremen Government.

The ship-brokers, in particular, are directed, under pain of the same penalties, abstain from entering into any passage contracts for such persons, and as soon as they learn that any passengers engaged by them are individuals of the kind aforesaid, they have to inform the police authorities thereof, and to follow the further directions of the same.

SEC. 14. With regard to the arrangements of the sea-going vessel it is enacted:

(1) The between-deck must be at least six feet high from deck to deck, and the decks at least one inch and a half thick.

(2) On board every ship sufficient ventilation, with due regard to the climate which the ship is to proceed, must be provided for, and must be duly kept up during the voyage. Partitions in the between-deck that prevent the free circulation of the air are forbidden.

(4) The berths and other sleeping places of the passengers must be convenient and suitably arranged; those made of wood must be constructed of dry wood without sharp edges, and no more than two tiers of berths must be placed above each other. They must be, for each person, at least six feet clear in length, eighteen inches in breadth; besides, the lower ones must be at least six inches from the deck.

SEC. 29. The following duties are incumbent upon the master of every ship in which passengers are to be conveyed.

(3.) He has to treat the passengers humanely, and to take care for a proper and decent behaviour on the part of the crew.

(4.) He has to take care that the sleeping places of the steerage passengers allotted to males above 14 years, who go without their families, in the forepart of the ship; to families in the midship; to single females, going by themselves, in the after part of the ship; and that the same are retained by their tenants in these different divisions during the whole voyage.

6. He has to order and to watch over the requisite arrangement, cleaning, ventilation, fumigation, and lighting of the localities allotted to the passengers.

(1) It is prohibited to trouble travellers, whether at the railway station, at the landing place of the steamers, or elsewhere, in any way with questions, recommendations, etc.; or endeavor to tout them for any inn, vessel, vehicle, or any other line of business, without prejudice to the officially approved intervention of the intelligence office for emigrants and the persons employed by the same.

(2) For directing or conducting any travellers to merchants and tradespeople, order to procure them purchasers or customers, especially to dispatchers, ship brokers, or innkeepers, no person may be paid or promised, although it should be done but in an indirect way, any remuneration in money or money's worth.

(3) All persons are forbidden to sell any tickets for the conveyance of passengers from the transatlantic landing place to the place of their destination in the interior.

(4) Whosoever contravenes these prohibitions (1, 2, 3) is liable to a penalty not exceeding thirty rixdollars or proportionate imprisonment. In case of repetition

the offence, not only will this penalty be increased, but the consequence for the persons thus offending will be that the license which may have been granted to them for the keeping of hackney coaches, or their appointment as porters, will be revoked, and strangers holding service will no longer be permitted to continue in such service and to reside in the State of Bremen.

In accordance with section 10 of the regulations concerning the conveyance of ship's passengers to transatlantic countries, passed July 9, 1866, wherein German subjects whose emigration is prohibited on account of military duty, and not allowed to be conveyed to transatlantic countries, it is the duty of ship agents employed in forwarding emigrants directly or indirectly by way of a Bremen port to convince themselves by carefully scrutinizing the legitimation papers of passengers of German nationality who are of proper age for military duty, as to their eligibility for embarkation; otherwise to refuse them passage.

SEC. 2. Any violation of this regulation is punishable with a fine not exceeding 50 marks, or with arrest.

Passed by the senate of Bremen September 12 and published September 16, 1890.

Immigration return of Liverpool steamship lines by months from July 1, 1890, to June 30, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Pennsylvania	July 1	.....	.....	91	82
Cythia	July 1	138	138	327	291½
City of Berlin	July 4	199	193½	443	404½
Durania	July 6	443	431	316	292
Wyoming	July 6	169	157½	95	94½
Avonia	July 8	168	164½	328	305½
Lord Clive	July 7	3	3	100	89½
Nevada	July 7	172	158	163	139½
Imbria	July 5	541	532½	84	69
Bothnia	July 13	293	285½	152	131
Leutonic	July 2	307	299½	929	833
City of Chester	July 12	127	125	341	314
Britannic	July 10	214	209½	419	388
Alaska	July 10	357	333	221	203
Kansas	July 17	1	1	.....	.....
Catalonia	July 16	116	114	349	314
Servia	July 21	408	396½	344	319½
Cephalonia	July 21	118	110½	257	233½
British Princess	July 15	33	31½	206	175½
Ohio	July 20	34	34	219	194½
Majestic	July 17	305	300	1,003	910
City of New York	July 17	316	307	604	548½
Wisconsin	July 25	155	144	100	88½
Callia	July 25	82	77½	73	65
Struria	July 26	360	345½	264	244
Amaria	July 30	2	2	177	157
Germanic	July 25	155	152½	294	244½
Lord Gough	July 28	16	15½	133	109
Arizona	July 31	153	146½	94	85
Leutonic	July 30	181	173	658	608
City of Chicago	July 19	120	118½	339	315
Lova Scotian	July 19	46	42	87	63
Lake Huron	July 11	30	27½	16	16
Lake Superior	July 3	72	69½	15	15
Lake Nepigon	July 18	13	12½	14	13½
Lake Ontario	July 25	63	61	30	27½
Arдинian	July 26	92	90	112	104½
Toronto	July 21	.....	.....	29	28
Arisian	July 7	211	202	271	247½
Circassian	July 19	57	55½	157	137½
Carthaginian	July 18	26	24½	2	2
Arnia	July 28	51	49½	35	35
Dominion	July 1	22	21	.....	.....
Vancouver	July 11	149	143½	177	160
Total .....	.....	6,518	6,303½	10,068	9,098

Immigration return for month ending August, 1890.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Etruria.....	Aug. 23	136	131	293	274
Aurania.....	Aug. 2	188	183½	314	278½
Seythia.....	Aug. 4	28	28	218	195
City of Richmond.....	Aug. 3	38	36	156	141½
Umbria.....	Aug. 2	312	302½	375	338
City of Berlin.....	Aug. 8	74	69	249	232
City of Rome.....	Aug. 8	109	104½	272	254½
Pennsylvania.....	Aug. 12			77	71½
British Prince.....	Aug. 4	7	7	125	108
City of Chicago.....	Aug. 23	36	34½	187	169
City of New York.....	Aug. 27	93	88	302	279½
Cephalonia.....	Aug. 25	28	27	227	206½
Italy.....	Aug. 20			1	1
Germanic.....	Aug. 22	95	90½	241	215½
Majestic.....	Aug. 13	244	238½	737	666½
Teutonic.....	Aug. 27	163	161½	532	472½
Wisconsin.....	Aug. 29	43	39	62	56
Aurania.....	Aug. 31	57	56½	219	205½
Ohio.....	Aug. 31	23	22½	145	125½
British Princess.....	Aug. 25	12	11½	142	118
Umbria.....	Aug. 30	132	129	263	248½
Caspian.....	Aug. 14	17	14	45	37
Pavonia.....	Aug. 12	44	43½	225	201
Nevada.....	Aug. 15	64	58	91	81
City of Chester.....	Aug. 16	66	61	127	111½
Servia.....	Aug. 18	130	124½	344	309½
Alaska.....	Aug. 21	116	108½	284	264½
Lord Clive.....	Aug. 18	12	10½	120	100
Catalonia.....	Aug. 20	12	11½	176	161½
Britannic.....	Aug. 8	135	128	243	224
Wyoming.....	Aug. 9	26	25	144	136½
Polynesian.....	Aug. 3	66	60	80	72
Parisian.....	Aug. 8	104	103	202	185½
Lake Nepigon.....	Aug. 23	2	2	3	3
Lake Huron.....	Aug. 16	6	6	11	9½
Lake Superior.....	Aug. 8	31	30½	15	14½
Carthaginian.....	Aug. 28	21	18½	4	3
Dominion.....	Aug. 11			9	8
Vancouver.....	Aug. 16	60	56½	114	110½
Toronto.....	Aug. 24	7	7	7	7
Sarnia.....	Aug. 31	30	28	24	20½
Sardinian.....	Aug. 30	80	73	125	114
Lake Ontario.....	Aug. 30	27	27	30	24½
Corean.....	Aug. 14			1	1
Circassian.....	Aug. 23	47	43½	117	109½
Oregon.....	Aug. 4			32	29½
Total.....		2,921	2,790½	7,710	6,995½

Immigration return for month ending September, 1890.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Polynesian	Sept. 6	41	37½	74	63½
Lake Winnipeg	Sept. 6	4	4	9	8½
Oregon	Sept. 8	17	17	14	12½
Nova Scotian	Sept. 11	19	18	91	82½
Parisian	Sept. 13	84	79½	*176	161½
Dominion	Sept. 14			14	10½
Vancouver	Sept. 14	75	70½	91	81
Circassian	Sept. 28	47	42½	159	130
Toronto	Sept. 29	6	6		
Caspian	Sept. 25	30	24	41	35½
Lake Huron	Sept. 19	6	6	10	10
Lake Superior	Sept. 12	11	11	18	16
City of Berlin	Sept. 5	36	31	202	173
Bohnia	Sept. 6	1	1	27	25½
Samaria	Sept. 3			154	138½
Arizona	Sept. 4	88	88½	119	105
City of Rome	Sept. 1	96	89½	235	204½
Scythia	Sept. 10	9	8½	142	123
Lord Gough	Sept. 8	1	1	76	68½
Britannic	Sept. 4	79	77½	218	201½
British Prince	Sept. 15	4	4	100	80
Pavonia	Sept. 16			170	156
City of Chester	Sept. 12	39	38	125	105
Servia	Sept. 15	91	89	296	271½
Gallia	Sept. 19	18	16	92	83½
Etruria	Sept. 20	138	136½	277	257
Nevada	Sept. 19	52	49	68	61
Cephalonia	Sept. 19	20	19½	219	193½
Majestic	Sept. 10	162	155½	627	563½
City of Chicago	Sept. 10	42	39½	135	124½
Alaska	Sept. 19	53	50	68	64
Germanic	Sept. 19	96	94	261	229
Catalonia	Sept. 24	11	11	134	124½
City of New York	Sept. 24	84	79½	301	271
Aurania	Sept. 24	73	72	195	179½
Teutonic	Sept. 24	159	159	502	458
Umbria	Sept. 27	198	190	307	278
City of Rome	Sept. 29	80	75½	180	175½
Lord Clive	Sept. 28	1	1	81	66
Wyoming	Sept. 28	40	31½	63	53
Pennsylvania	Sept. 22			67	58½
Lake Nepigon	Sept. 28			7	5½
Total		2,011	1,826½	6,145	5,509

* Including 30 seamen.

Immigration return for month ending October, 1890.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Germanic	Oct. 17	125	115	246	223½
City of New York	Oct. 18	91	81	301	284½
Lord Gough	Oct. 21	1	1	72	65½
Nevada	Oct. 24	48	45	51	43½
Aurania	Oct. 26	80	78	214	194½
Catalonia	Oct. 29	10	9½	162	146
Teutonic	Oct. 22	212	203	448	408
Alaska	Oct. 30	114	106½	147	134
Umbria	Oct. 25	219	214½	308	280
City of Rome	Oct. 27	64	62	225	210½
City of Berlin	Oct. 31	27	26½	210	192
British Prince	Oct. 28	6	6	64	53½
Dominion	Oct. 22	—	—	14	10
Sarnia	Oct. 5	22	18½	29	23½
Toronto	Oct. 3	11	9½	5	3
Vancouver	Oct. 24	59	53	123	108½
Oregon	Oct. 13	22	21½	39	33
Lake Winnipeg	Oct. 11	—	—	16	10½
Pavonia	Oct. 21	19	17½	120	115½
Gallia	Oct. 17	4	4	39	35
Etruria	Oct. 19	145	141	302	269
Wyoming	Oct. —	37	34	92	83
Ohio	Oct. 15	3	3	128	108½
Majestic	Oct. 8	238	235	594	529
Scythia	Oct. 13	50	48	148	135
Servia	Oct. 12	103	101½	306	284
City of Chester	Oct. 10	28	28	80	72½
Samaria	Oct. 7	—	—	95	84½
Britannic	Oct. 3	66	60½	209	190½
British Princess	Oct. 5	2	2	146	122
Arizona	Oct. 8	83	77½	85	76½
Wisconsin	Oct. 3	34	28½	63	53½
Bothnia	Oct. 4	7	7	20	20
City of Berlin	Oct. 3	37	37	158	140
City of Chicago	Oct. —	37	37	168	160½
Lake Ontario	Oct. 3	20	18	32	28
Lake Superior	Oct. 18	6	6	21	18
Lake Huron	Oct. 25	2	2	10	10
Parisian	Oct. 17	104	100½	169	146
Polynesian	Oct. 12	31	29½	88	81½
Carthaginian	Oct. 8	16	16	—	—
Sardinian	Oct. 4	77	73½	105	97
Nova Scotian	Oct. 23	19	18½	71	55½
Corean	Oct. 25	1	1	—	—
Total		2,280	2,174	5,923	5,339

Immigration return for month ending November, 1890.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Nevada	Nov. 29	29	28½	55	54½
Britannic	Nov. 28	51	48	314	295
Arizona	Nov. 12	64	60	125	116½
Teutonic	Nov. 19	189	185½	652	611½
Pennsylvania	Nov. 4	.....	.....	76	69
Ohio	Nov. 24	2	2	73	67
Umbria	Nov. 22	200	197	501	481
City of Berlin	Nov. 28	14	13½	204	199
City of New York	Nov. 19	112	109½	490	459½
Pavonia	Nov. 25	14	12½	157	143½
Germanic	Nov. 14	119	110	273	260
Scythia	Nov. 17	7	7	113	108
Wyoming	Nov. —	33	32½	74	64
Aurania	Nov. 23	83	79	293	274
British Princess	Nov. 17	8	8	46	40½
Lord Clive	Nov. 10	.....	.....	46	43½
Britannic	Nov. 1	54	52	248	229
Majestic	Nov. 4	280	274½	584	531½
Etruria	Nov. 15	245	343½	353	330½
Samaria	Nov. 12	.....	.....	106	100
Bothnia	Nov. 2	1	1	43	36½
City of Chester	Nov. 8	26	24	85	77½
Servia	Nov. 9	171	169½	298	263
Cephalonia	Nov. 4	25	24½	165	147
City of Chicago	Nov. 15	36	34	131	122½
Wisconsin	Nov. 8	14	13½	51	45½
Polynesian	Nov. 15	19	16	144	136½
Carthaginian	Nov. 21	18	17½	1	1
Parisian	Nov. 22	87	86	343	330
Lake Ontario	Nov. 9	20	20	23	19
Caspian	Nov. 5	17	16½	32	27½
Lake Nepigon	Nov. 2	.....	.....	10	8
Sarnia	Nov. 8	10	10	20	15½
Circassian	Nov. 1	33	31	122	112
Lake Superior	Nov. 23	15	13½	15	15
Sardinian	Nov. 8	66	60½	101	95
Dominion	Nov. —	5	5	3	3
Toronto	Nov. 11	.....	.....	14	11
Lake Winnipeg	Nov. 20	1	1	10	10
Vancouver	Nov. 29	42	39½	269	249
Total .....	.....	2, 110	2, 046	6, 659	6, 102

* Exclusive of passengers landed at Merville.

Immigration return for month ending December, 1890.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Majestic	Dec. 3	218	213	936	879
City of New York	Dec. —	138	133	844	816½
Aurora	Dec. 18	74	72	237	229½
Aurania	Dec. 22	119	115½	592	571
Seythia	Dec. —	9	9	203	198½
Lord Gough	Dec. —	10	8	73	62
Catalonia	Dec. 3	6	6	80	76
Alaska	Dec. 3	74	71	229	221
City of Chester	Dec. 6	20	18½	121	112½
Servia	Dec. 8	49	49	458	447½
Cephalonia	Dec. 9	8	8	196	185½
British Prince	Dec. 9	2	2	47	45½
City of Chicago	Dec. —	40	38	456	419½
City of Berlin	Dec. —	21	21	198	179
Gallia	Dec. 29	18	18	212	201½
Pavonia	Dec. 31	5	5	76	74
Britannic	Dec. 26	65	64	287	273
Lord Clive	Dec. 23			88	79
British Princess	Dec. 31	2	2	51	45
Majestic	Dec. 31	185	180½	434	431½
Germanic	Dec. 12	65	64	554	538
Teutonic	Dec. 17	217	214	1,244	1,181
Wyoming	Dec. —	8	8	129	123
Sardinian	Dec. 22	43	41	329	314
Wisconsin	Dec. 13	50	45	112	106
Etruria	Dec. 15	180	177	689	671½
Nova Scotian	Dec. 4	9	9	48	42
Sarnia	Dec. 17	6	6	134	129½
Caspian	Dec. 18	10	9	43	41½
Lake Huron	Dec. 6	2	2	15	15
Toronto	Dec. 31	16	14	51	46½
Circassian	Dec. 8	22	21	292	281
Oregon	Dec. 31	10	10	34	33½
Total		1,701	1,653½	9,472	9,072½

Immigration return for month ending January 31, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Lake Ontario	Jan. 1	6	4½	7	6½
Polynesian	Jan. 1	8	7½	29	29
Parisian	Jan. 3	37	35	126	114½
Servia	Jan. 4	24	24	162	152
Nevada	Jan. 6	23	23	28	37
Catalonia	Jan. 8			40	37
Germanic	Jan. 9	62	61	168	165
Umbria	Jan. 10	170	166	258	251½
City of Chester	Jan. 11	9	8½	74	71
Lord Gough	Jan. 13			74	65½
Vancouver	Jan. 13	20	19½	54	49½
Cephalonia	Jan. 14	17	15½	51	48½
Adriatic	Jan. 16	68	67½	240	225
Nova Scotian	Jan. 16	13	11	23	22½
British Prince	Jan. 19	1	1	21	18½
Circassian	Jan. 19	24	21	69	54
Wisconsin	Jan. 21	24	23½	73	69
Bothnia	Jan. 21	32	31½	162	154½
Britannic	Jan. 23	121	116	162	154
Etruria	Jan. 24	208	206	347	324½
City of Chicago	Jan. 24	28	26½	143	130½
Sarnia	Jan. 27	14	13½	42	37½
Wyoming	Jan. 29	35	29½	64	58½
Caspian	Jan. 29	26	26	11	11
Ohio	Jan. 30			3	2
Celtic	Jan. 30	42	41	235	229
Total		1,012	978½	2,666	2,517½

Immigration return for month ending February 28, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Lord Clive	Feb. 1			33	30½
Nevada	Feb. 2	18	16½	25	24½
Gallia	Feb. 2	41	38½	155	150
Sardinian*	Feb. 2	31	30½	56	51½
City of Berlin	Feb. 6	27	26	180	155
Germanic	Feb. 6	68	67	120	116½
Umbria	Feb. 7	132	130½	256	252
Aurania	Feb. 8	85	85	168	154
British Princess	Feb. 9	3	3	41	34½
Pavonia	Feb. 10	16	14	84	73
Lake Ontario	Feb. 10	2	2	4	4
Oregon	Feb. 10			30	30
Adriatic	Feb. 14	44	43½	271	254
Toronto*	Feb. 14			28	25
Polynesian	Feb. 17	25	25	55	52½
Teutonic	Feb. 18	173	171	344	312
City of Chicago	Feb. 22	32	30	84	60½
Servia	Feb. 23	37	36½	157	151½
Wisconsin	Feb. 23	19	17½	26	23
City of New York	Feb. 25	92	91½	437	405
Catalonia	Feb. 25	6	6	58	52½
Lord Gough	Feb. 26	5	4½	56	49½
Total		856	838½	2,668	2,466

* Exclusive of passengers landed at Menville.

Immigration return for month ending March 31, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Etruria	Mar. 1	108	103	191	182½
Mongolian*	Mar. 1	26	23½	59	56½
Celtic	Mar. 2	20	20	90	86½
Circassian	Mar. 3	38	32	55	53½
Majestic	Mar. 4	187	186½	326	303½
Cephalonia	Mar. 4	2	2	52	50½
British Prince	Mar. 5	3	3	59	51½
City of Berlin	Mar. 6	19	17	72	68½
Umbria	Mar. 7	95	95	226	215½
Wyoming	Mar. 7	26	22	18	15½
Ohio	Mar. 8	3	3	39	31½
Aurania	Mar. 8	46	42½	216	208
Sarnia*	Mar. 12	18	15	36	31
Adriatic	Mar. 14	34	33	177	162
Nevada	Mar. 16	48	44	62	50½
Michigan	Mar. 17			1	1
Lord Clive	Mar. 17	1	1	21	21
Teutonic	Mar. 18	137	131½	319	303½
Pavonia	Mar. 18	16	14	74	69
City of Chicago	Mar. 22	29	28	81	78
Servia	Mar. 22	67	64½	142	132
Oregon	Mar. 24			29	26½
City of New York	Mar. 25	94	92½	324	306½
Wisconsin	Mar. 25	14	13	19	18
British Princess	Mar. 26	3	3	53	44
Lake Ontario	Mar. 27	6	5½	1	1
Britannic	Mar. 27	45	43½	95	84½
Etruria	Mar. 29	138	133	212	208½
Total		1,223	1,171	3,049	2,866½

* Exclusive of passengers landed at Menville.

Immigration return for month ending April, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Majestic	Apr. 1	199	196	297	282
Polynesian	Apr. 1	21	20 $\frac{1}{2}$	68	61 $\frac{1}{2}$
City of Berlin	Apr. 3	22	20	61	59
Lord Gough	Apr. 3	1	1	33	30 $\frac{1}{2}$
Aurania	Apr. 6	79	75	161	153
Vancouver	Apr. 6	16	15 $\frac{1}{2}$	39	39
Cephalonia	Apr. 7	9	9	114	107
Indiana	Apr. 8			23	19 $\frac{1}{2}$
Wyoming	Apr. 9	24	20 $\frac{1}{2}$	31	30
Germanic	Apr. 10	126	118	201	184
City of Chester	Apr. 11	10	10	163	149 $\frac{1}{2}$
Umbria	Apr. 11	234	230	312	289 $\frac{1}{2}$
British Prince	Apr. 14	4	4	37	34 $\frac{1}{2}$
Teutonic	Apr. 15	225	220 $\frac{1}{2}$	487	334 $\frac{1}{2}$
Carthaginian	Apr. 16	19	18 $\frac{1}{2}$	56	53
City of Chicago	Apr. 18	60	58 $\frac{1}{2}$	101	93 $\frac{1}{2}$
Ohio	Apr. 19	6	5 $\frac{1}{2}$	73	62 $\frac{1}{2}$
Servia	Apr. 19	66	65	225	198
Nevada	Apr. 19	26	24 $\frac{1}{2}$	65	60 $\frac{1}{2}$
Sarnia	Apr. 21	29	23 $\frac{1}{2}$	42	40 $\frac{1}{2}$
City of New York	Apr. 22	170	164 $\frac{1}{2}$	502	459
Pavonia	Apr. 22	37	35 $\frac{1}{2}$	149	140
Britannic	Apr. 24	120	111 $\frac{1}{2}$	84	80
Etruria	Apr. 25	241	231 $\frac{1}{2}$	234	210
Arizona	Apr. 26	58	49 $\frac{1}{2}$	202	175 $\frac{1}{2}$
Parisian	Apr. 27	125	113	150	126 $\frac{1}{2}$
Lord Clive	Apr. 28			54	45
Scythia	Apr. 28	13	13	127	115 $\frac{1}{2}$
Majestic	Apr. 29	286	277	610	562
Total		2,226	2,131	4,701	4,185

Immigration return for month ending May, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
City of Berlin	May 1	62	56 $\frac{1}{2}$	152	133
Umbria	May 2	325	314 $\frac{1}{2}$	163	139 $\frac{1}{2}$
Aurania	May 3	135	126 $\frac{1}{2}$	208	198
British Princess	May 4			61	55
Catalonia	May 6	19	17	112	108 $\frac{1}{2}$
Wisconsin	May 7	77	70 $\frac{1}{2}$	80	61
City of Chester	May 8	41	38 $\frac{1}{2}$	183	163
Germanic	May 8	170	164	253	228
Gallia	May 8	28	25	45	40
Alaska	May 10	300	262 $\frac{1}{2}$	292	263
Lord Gough	May 11	11	8	85	75
Polynesian	May 11	33	32	118	96 $\frac{1}{2}$
Cephalonia	May 12	63	61	356	312 $\frac{1}{2}$
Teutonic	May 13	391	389 $\frac{1}{2}$	937	846
City of Chicago	May 15	97	91 $\frac{1}{2}$	282	249 $\frac{1}{2}$
Lake Superior	May 16	50	48 $\frac{1}{2}$	35	28
Servia	May 17	156	151	298	269 $\frac{1}{2}$
Sardinian	May 17	51	50 $\frac{1}{2}$	146	130 $\frac{1}{2}$
City of New York	May 20	439	426	595	536
Nevada	May 20	59	54 $\frac{1}{2}$	101	92
Indiana	May 21			105	88 $\frac{1}{2}$
Toronto	May 21	15	11 $\frac{1}{2}$	1	1
Britannic	May 22	158	152	192	181
Nova Scotian	May 22	18	16	42	33 $\frac{1}{2}$
Bothnia	May 23	48	46	67	59
Etruria	May 23	394	382 $\frac{1}{2}$	102	93
Arizona	May 24	83	82 $\frac{1}{2}$	298	266 $\frac{1}{2}$
Mongolian	May 24	23	21 $\frac{1}{2}$		
Lake Huron	May 24	6	5 $\frac{1}{2}$	10	7 $\frac{1}{2}$
Samaria	May 25			2	2
British Prince	May 26	4	4	74	67
Majestic	May 27	286	277	936	866
Pavonia	May 27	94	89	338	291
City of Berlin	May 29	153	147 $\frac{1}{2}$	178	159
Parisian	May 30	106	94 $\frac{1}{2}$	176	155 $\frac{1}{2}$
Aurania	May 31	176	172	312	279
Lake Nepigon	May 31			2	2
Oregon	May —	42	38	33	29 $\frac{1}{2}$
Vancouver	May —	44	39	124	112 $\frac{1}{2}$
Total		4,157	3,966	7,494	6,718

Immigration return for month ending June, 1891.

Name of steamer.	Date of arrival.	Cabin passengers.		Steerage passengers.	
		Souls.	Adults.	Souls.	Adults.
Ohio	June 1	15	14	198	128½
Scythia	June 1	27	26	141	126½
Sarnia	June 1	19	18	13	12½
City of Paris	June 3	357	349	601	570½
Wyoming	June 4	73	70	111	99
Carthaginian	June 4	19	18		
Germanic	June 5	149	141	247	223
Gallia	June 5	49	46	87	76½
Umbria	June 6	96	90	461	445
Lake Ontario	June 6	87	77	15	14
Alaska	June 7	297	280	319	287
Circassian	June 8	48	44	58	56½
Teutonic	June 10	308	302½	1,198	1,001½
Lord Clive	June 10			40	37½
City of Richmond	June 14	105	103½	190	168½
Lake Winnipeg	June 14	1	1	6	6
Polynesian	June 14	39	35½	84	73½
Servia	June 15	331	311½	353	320½
Cephalonia	June 16	151	146½	389	354
British Princess	June 16	26	24½	104	95
City of New York	June 17	436	426½	638	567
Caspian	June 17	36	35	54	48½
Wisconsin	June 18	164	156½	103	98½
Britannic	June 19	199	190	390	353½
Etruria	June 20	512	498½	78	73½
Bothnia	June 20	47	43	96	86½
Arizona	June 20	135	131½	390	355
Sardinian	June 20	115	113	134	124½
Lake Superior	June 20	48	42	23	18½
Toronto	June 21	9	9	2	2
Lord Gough	June 22	23	21	70	66
Samaria	June 24	44	42½	77	72
Majestic	June 24	293	289	1,015	926½
City of Berlin	June 27	186	182	263	238
Umbria	June 27	494	481	100	92½
Vancouver	June 27	143	134	87	82½
Mongolian	June 28	19	17½		
Lake Huron	June 28	30	29½	13	12½
Aurania	June 29	289	275½	356	320½
Pavonia	June 30	170	168	280	259½
Dominion	June —	3	3	6	4
Oregon	June —	69	66	37	33½
Total		5,661	5,452	8,827	8,031½

RECAPITULATION.

Month.	Steerage passengers.	Month.	Steerage passengers.
1890.		1891.	
July	10,068	January	2,666
August	7,710	February	2,668
September	6,145	March	3,013
October	5,923	April	4,701
November	6,659	May	7,494
December	9,472	June	8,827
		Total	75,382

List of passengers from New York to Bremen from July 1, 1890, to June 30, 1891, inclusive.

NORTHGERMAN LLOYD.

Month.	Cabin.	Steerage.	Month.	Cabin.	Steerage.
1890.			1891.		
July	1,823	2,285	January	624	1,121
August	937	1,695	February	627	1,177
September	660	1,574	March	1,060	1,500
October	850	1,668	April	1,810	1,916
November	593	1,734	May	2,657	3,016
December	711	2,123	June	3,022	2,462
			Total	15,374	22,271

List of steamers and number of steerage passengers from New York to Antwerp from July 1, 1890, to June 30, 1891.

RED STAR LINE.

Name of steamer.	Date of arrival.	Number of souls in steerage.	Number in steerage by months.
	1890.		
Waesland	July 6	124	712
Pennland	July 10	47	
Friesland	July 14	236	
Noordland	July 21	178	
Rhynland	July 28	127	
Westernland	Aug. 3	209	802
Waesland	Aug. 12	99	
Friesland	Aug. 16	210	
Noordland	Aug. 24	137	
Rhynland	Aug. 31	147	
Westernland	Sept. 7	216	864
Waesland	Sept. 14	145	
Friesland	Sept. 20	293	
Noordland	Sept. 28	210	
Rhynland	Oct. 5	158	
Westernland	Oct. 11	172	815
Waesland	Oct. 19	197	
Friesland	Oct. 25	288	
Noordland	Nov. 3	309	
Rhynland	Nov. 9	283	
Westernland	Nov. 16	309	1,415
Pennland	Nov. 24	194	
Friesland	Nov. 29	320	
Noordland	Dec. 8	413	
Rhynland	Dec. 15	240	
Westernland	Dec. 21	337	1,129
Waesland	Dec. 28	139	
	1891.		
Noordland	Jan. 11	145	537
Rhynland	Jan. 19	162	
Westernland	Jan. 24	230	
Friesland	Feb. 23	141	
Waesland	Feb. 25	17	158
Westernland	Mar. 1	146	
Noordland	Mar. 9	109	
Pennland	Mar. 19	149	
Rhynland	Mar. 23	77	641
Friesland	Mar. 29	160	
Waesland	Apr. 5	67	
Noordland	Apr. 13	102	
Westernland	Apr. 19	85	370
Pennland	Apr. 28	116	
Friesland	May 2	170	
Waesland	May 10	142	
Rhynland	May 18	135	743
Westernland	May 24	178	
Noordland	May 31	123	
Pennland	June 5	20	
Friesland	June 7	208	744
Waesland	June 14	191	
Rhynland	June 22	115	
Westernland	June 28	210	
Total souls			8,935

List of steamers and number of steerage passengers, by months, from July, 1890, to June, 30, 1891.

COMPAGNIE GÉNÉRALE TRANSATLANTIQUE.

Name of steamer.	From Havre to New York.			From New York to Havre.		
	Date of sailing from Havre.	Number of steerage passengers.	Number of steerage passengers, by months.	Date of sailing from New York.	Number of steerage passengers.	Number of steerage passengers, by months.
	1890.			1890.		
La Gascogne	July 5	368	1, 442	July 19	178	443
La Normandie	July 12	374		July 26	265	
La Bourgogne	July 19	351		Aug. 2	227	
La Bretagne	July 26	349		Aug. 9	232	
La Champagne	Aug. 2	463	2, 155	Aug. 16	140	1, 014
La Normandie	Aug. 9	358		Aug. 23	187	
La Bourgogne	Aug. 16	403		Aug. 30	228	
La Bretagne	Aug. 23	481		Sept. 6	252	
La Champagne	Aug. 30	350	2, 008	Sept. 13	173	844
La Normandie	Sept. 6	483		Sept. 20	215	
La Bourgogne	Sept. 13	586		Sept. 27	204	
La Bretagne	Sept. 20	283		Oct. 4	229	
La Champagne	Sept. 27	656	2, 545	Oct. 11	193	784
La Gascogne	Oct. 4	657		Oct. 18	170	
La Bourgogne	Oct. 11	633		Oct. 25	187	
La Bretagne	Oct. 18	601		Nov. 1	121	
La Champagne	Oct. 25	654	2, 246	Nov. 8	209	993
La Gascogne	Nov. 1	540		Nov. 15	164	
La Normandie	Nov. 8	434		Nov. 22	219	
La Bourgogne	Nov. 15	503		Nov. 29	285	
La Champagne	Nov. 22	406	1, 049	Dec. 6	416	796
La Gascogne	Nov. 29	363		Dec. 13	130	
La Normandie	Dec. 6	307		Dec. 20	84	
La Bourgogne	Dec. 13	313		Dec. 27	166	
La Bretagne	Dec. 20	278	1, 226	1891.		684
La Gascogne	Dec. 27	151		Jan. 3	220	
	1891.			Jan. 10	122	
La Normandie	Jan. 3	163		Jan. 17	107	
La Bourgogne	Jan. 10	247	2, 016	Jan. 24	122	440
La Bretagne	Jan. 17	361		Jan. 31	113	
La Champagne	Jan. 24	203		Feb. 7	134	
La Gascogne	Jan. 31	248		Feb. 14	103	
La Normandie	Feb. 7	309	2, 918	Feb. 21	97	406
La Bretagne	Feb. 14	428		Feb. 28	106	
La Champagne	Feb. 21	579		Mar. 7	123	
La Gascogne	Feb. 28	700		Mar. 14	89	
La Bourgogne	Mar. 7	690	3, 400	Mar. 21	108	609
La Bretagne	Mar. 14	771		Mar. 28	86	
La Champagne	Mar. 21	784		Apr. 4	152	
La Gascogne	Mar. 28	673		Apr. 11	148	
La Normandie	Apr. 4	939	3, 188	Apr. 18	197	1, 279
La Bourgogne	Apr. 11	807		Apr. 25	112	
La Bretagne	Apr. 18	849		May 2	271	
La Gascogne	Apr. 25	805		May 9	262	
La Champagne	May 2	801	1, 793	May 16	249	1, 137
La Bourgogne	May 9	753		May 23	218	
La Bretagne	May 16	693		May 30	279	
La Gascogne	May 23	514		June 6	301	
La Champagne	May 30	427		June 13	266	
La Bourgogne	June 6	534		June 20	262	
La Bretagne	June 13	494		June 27	308	
La Touraine	June 20	165				
La Gascogne	June 27	600				
Total souls.....			25, 986			9, 434

ANCHOR LINE STEAMSHIP COMPANY,
7 Bowling Green, New York, November 20, 1891.

JOHN B. WEBER, Esq.,
Commissioner of Immigration:

SIR: Herewith we beg to hand numbers of Italian steerage passengers shipped from the port of New York between July, 1890, and June, 1891, to Mediterranean ports.

HENDERSON BROTHERS,
Per J. M.

Name of steamer.	Date of sailing.	Number of passengers.
	1890.	
Columbia.....	July 30.....	128
India.....	July 19.....	105
Elysia.....	August.....	139
Victoria.....	September.....	213
Caledonia.....	do.....	191
California.....	Oct. 4.....	151
Italia.....	October.....	143
Columbia.....	do.....	194
Belgravia.....	November.....	583
Victoria.....	do.....	376
Devonia.....	December.....	427
Caledonia.....	do.....	107
Italia.....	do.....	112
	1891.	
Utopia.....	January.....	85
Alexandria.....	February.....	32
Belgravia.....	do.....	88
Alsatia.....	March.....	14
Anglia.....	April.....	14
Assyria.....	May.....	36
Caledonia.....	June.....	179
Total.....		3,317

Statistics of the steerage and cabin passengers forwarded by the Hamburg American Packet Company from July 1, 1890, to June 30, 1891, from America to Europe.

NEW YORK TO HAMBURG.

Month.	Cabin passengers.	Steerage passengers.	Total.
July, 1890.....	1,363	1,035	2,398
August, 1890.....	519	753	1,272
September, 1890.....	397	684	1,081
October, 1890.....	511	727	1,238
November, 1890.....	471	867	1,338
December, 1890.....	50	624	674
January, 1891.....	33	261	294
February, 1891.....	48	253	301
March, 1891.....	90	289	379
April, 1891.....	740	588	1,328
May, 1891.....	1,804	1,196	3,000
June, 1891.....	1,902	1,010	2,912
Total.....	7,928	8,287	16,215

NEW YORK TO STETTIN.

July, 1890.....	1	-----
August, 1890.....	1	-----
October, 1890.....	23	-----
March, 1891.....	12	-----
May, 1891.....	43	-----
June, 1891.....	12	-----
Total.....	92	-----

Statistics of the steerage and cabin passengers etc.—Continued

BALTIMORE TO HAMBURG.

Month.	Cabin pas- sengers.	Steerage passengers.	Total.
July, 1890	5	24	29
August, 1890	5	6	11
September, 1890	1	3	4
October, 1890 .....	.....	7	7
May, 1891	3	3	6
June, 1891	3	3
Total	14	46	60

PHILADELPHIA TO HAMBURG.

August, 1890	2
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RECAPITULATION.

Months.	Liverpool lines.	North German Lloyd Co.	Red Star Line.	French Line.	Anchor (Italy) Line.	Hamburg Ameri- can Pack- et Co.
1890.						
July	10,068	2,285	712	443	233	1,060
August	7,710	1,695	802	1,014	139	760
September	6,145	1,574	864	844	404	687
October	5,923	1,668	815	784	488	757
November	6,659	1,734	1,415	998	959	867
December	9,472	2,123	1,129	796	646	624
1891.						
January	2,666	1,121	537	684	85	261
February	2,668	1,177	158	440	120	253
March	3,049	1,500	641	406	14	301
April	4,701	1,916	370	609	14	588
May	7,494	3,016	748	1,279	36	1,242
June	8,827	2,462	744	1,137	179	1,025
Total	75,382	22,271	8,935	9,434	3,317	8,425

Instructions to ship's doctor, Netherlands-American line.

To the SURGEON:

The surgeons are instructed to be very careful when examining the steerage passengers coming on board, especially with regard to scarlatina, measles, typhoid fever, smallpox, consumption, and all loathsome or contagious diseases.

Any case which is suspicious in the slightest degree must be reported at once to the representative of the office and the passenger kept apart for rejection or closer examination, as the case may be. Lunatics, idiots, and cripples are to be treated in the same manner.

This, of course, is not to interfere with the Belgian health officers' inspection, but it is to be considered as a further and private measure of protection of the line to meet the United States laws on immigration.

The doctor, consequently, has to examine the passengers independently from the Belgian health officer.

ANTWERP, May 6, 1891.

[A copy of this circular is to be kept on file on board by the captain and the surgeon.]

NETHERLANDS AMERICAN STEAMSHIP NAVIGATION COMPANY.

Instructions for doctor. The following rules are issued by the ———, and must be strictly followed and enforced. ———. No. ———. Date ———. Issued to Doctor ———, steamship ———, who has to return it to the ———.

INSTRUCTIONS FOR DOCTOR.

GENERAL RULE.

The doctor is, equally with all other officers, subject to the rules and regulations of the company and is under immediate command of the captain or his substitute. He is equal in rank with the chief officer.

* * * * *

EMBARKATION OF PASSENGERS.

The doctor is required to be at the gangway whenever passengers are embarked and will be held responsible if he allows on board any passenger evidently ill, and in the case of westbound steerage passengers, any passenger infirm or over 60 year of age, or a pregnant woman, if not accompanied by her husband. Such passengers have to be separated and detained until the managers or their representatives, to whom the doctor must report such cases, shall have decided whether such passenger will be allowed to embark or otherwise.

NO CHARGE FOR MEDICAL ATTENDANCE.

The doctor is required to give proper medical attendance to all on board, passengers, officers, and crew, free of charge.

INTERCOURSE.

He is required above all to treat the passengers and crew in a humane and kind manner. He should at the same time carefully avoid undue familiarity in his intercourse with everyone on board.

REGULAR VISITS.

The doctor shall visit regularly all the sick passengers in the steerage daily at o'clock a. m. and again at 4 o'clock p. m., and at any other time when his service may be required. After every regular visit he shall report to the captain.

The doctor is required to inspect each immigrant passenger twice daily by having the passengers pass before him in single file. If the sea and weather is fair, pass them on deck. If the sea is too rough or weather stormy, inspect in the steerage. If the passenger is only seasick the exercise will be beneficial; if from any other cause, the doctor can best determine the character of the disease by having the patient pass before him.

SANITARY CONDITION OF PASSENGER SPACES.

The doctor is responsible for the sanitary condition of the compartments and spaces set apart for the use of passengers.

He shall satisfy himself as to the purity of the air and see that proper disinfectant are used whenever necessary.

He shall recommend the passengers, especially those suffering from seasickness, to keep as much as possible in the open air.

ACCIDENTS.

In case of injuries by accident to a passenger or passengers the doctor shall immediately give his surgical attendance. He shall also, together with the purser, inquire into the cause or causes of the accident and make a written report in detail in his daily journal of the causes of the accident and its character, extent, etc., and sign a written statement together with the purser and as many of the passengers and crew as have been witnesses to the accident. The signature of the injured passenger or passengers to such statement is of a particular value, if the injured may be considered physically able to judge of the correctness of such statement.

This statement should be written out by the purser as soon as the necessary particulars are acquired, and as little time as possible should be allowed to lapse before said statement is made up.

VACCINATIONS OF WESTBOUND STEERAGE PASSENGERS.

Upon a time to be fixed in consultation with the captain, and commence immediately after leaving port at which the passengers embark. The doctor shall satisfy

himself by examination of all the steerage passengers that they have been successfully vaccinated. He shall vaccinate those that have never been vaccinated and re-vaccinate those who have not been successfully vaccinated within the last ten years. Should a case of smallpox occur during the voyage, those who are successfully vaccinated by the doctor before the development will not be detained at the New York quarantine should they be exposed to the disease. Thereupon he shall hand each steerage passenger a certificate of vaccination signed by him.

This rule, however, only applies to steerage passengers on the voyage from Europe to the United States of America.

CONTAGIOUS DISEASES.

If a case of contagious or infectious disease develops, or a suspicion of such disease arises, it is the doctor's duty to immediately isolate the patient in one of the hospitals and then inform the captain of the steamer.

The regular hospitals on deck must always be preferred. If there are port lights they must not open on the deck; the rooms should be ventilated from the top or on the side next the sea. The doctor shall either keep the key of such hospital, when occupied, in his possession or intrust the same to one of the ship's crew selected to attend such patient, but his special duty shall be to see that both the patient and the attendant have no intercourse with the passengers or crew and are kept strictly isolated. In all these cases the doctor shall confer with the captain as to the proper measures to take.

* * * * *

EXTRA NOURISHMENT AND STIMULANTS.

For sick people, actually requiring same, any extra nourishment or liquors shall be supplied from the ship's stores without expense to the patients, on a written order from the doctor. The officers in charge of the ship's stores shall within twenty-four hours after the doctor's requisition file them with the captain. It is essentially necessary for the doctor to see personally to the proper application of what is so prescribed and supplied.

ARRIVAL AT QUARANTINE, NEW YORK HARBOR.

On arrival in New York the doctor must be on deck when the health officer of the port boards the steamer off quarantine, and shall personally receive the health officer, answer all his questions, and report to him the cases of sickness, deaths, and births that occurred on board during the trip, and in case of contagious or infectious diseases the doctor shall truthfully report to the health officer the day and hour of his discovery of the disease, the precise time of its admission to hospital, and all the precautions taken to prevent the spread of the contagion or infection and the contact of the affected people with all others on board. He shall assist, if necessary, to the fumigation of the ship.

DOCTOR'S JOURNAL.

The doctor shall keep a journal in which he shall record each day the names of the sick passengers, their disease, the prescription, medicine, or treatment directed, and such remarks as the case calls for. This journal must be signed each day by the doctor and attested by the signature of the captain, and shall be open to the inspection of the health officer at quarantine.

If kept according to instructions the journal will be of great service to the steamship company in preventing unjust suspicions and wrong conclusions in respect to the management of contagious diseases that develop during the voyage. Such journal, or a duplicate thereof, shall be submitted to the directors or agent of the line, if they so direct, at the completion of each voyage.

ARRIVAL AT THE COMPANY'S PIER AT NEW YORK.

On arrival at the pier where the passengers are landed, the doctor is required to stay on board as long as there remains a passenger on board, and he is required to accompany the steerage passengers to the United States barge office or any other United States landing bureau for immigrants and report there to the medical officers of the United States Immigration Bureau. In case there is amongst the passengers anyone under medical treatment, he shall state to the medical officer of the United States Immigration Bureau the nature of the disease, its present stage, and the treatment applied.

After having seen the passengers safely landed and delivered to the United States officials, the doctor shall return to the steamer and report to the captain.

* * * * *

Tabulated statement of consular replies to questions laid down in circular letter of commissioners.

[Blank space in columns indicate no reply. C. G. indicates consul-general; C. indicates consul; V. C. indicates vice-consul; C. A. indicates commercial agent.]

Number.	Consular station.	Name of consul or commercial agent.	Is emigration promoted by steamship companies in your district?	Are contract laborers engaged?	Are criminals, insane, idiots, or paupers sent to the United States?	Is consular inspection practicable, etc.?	Is emigration encouraged by law or otherwise?	Are alien criminals and paupers expelled from the country?	Are there laws in your country to regulate emigration or for the care and protection of emigrants?	Is emigration diverted to the United States?	Would your country cooperate with the United States in regulating or restricting emigration?
1	Hamburg, Germany	C. F. Johnson, C.	No	No	No	No	No ¹	Yes	Yes	No ²	No.
2	Bremen, Germany	H. M. Starkloff, C.	No	Yes	Yes	No	No ¹	Yes	Yes	No ²	No.
3	Vienna, Austria	J. Goldschmidt, C. G.	No	No	No	No	No	Yes	Yes	No	No.
4	Berlin, Germany	W. H. Edwards, C. G.	No	No	No	No	No	Yes	Yes	No	No.
5	Naples, Italy	J. S. Twells, C.	No	No	No	No	Yes ⁽¹⁾	Yes	No	No	No.
6	Lisbon, Portugal	G. S. Batcheller, U. S. Minister ⁵	No	No	No	No	No	Yes	No	No	No.
7	Christiana, Norway	G. Gade, C.	Yes	No	No	No	No	Yes	No	No	No.
8	Antwerp, Belgium ⁶	R. H. Stewart, C.	No	No	No	No	No	Yes	Yes	No	No.
9	Amsterdam, Holland	T. M. Schleier, C.	No	No	No	Yes	No	Yes	Yes	No	Yes.
10	Havre, France	O. F. Williams, C.	No	No	No	No	No	Yes	No	No	No.
11	Stockholm, Sweden	Axel Georgii, V. C.	Yes	No	No	No	No	No	Yes	No	Yes.
12	Warsaw, Polish Russia	J. Rawicz, C.	No	No	No	No	No	Yes	Yes	No	No.
13	Moscow, Russia	H. Wertheim, C.	No	No	No	No	No	Yes	Yes	No	Yes.
14	St. Petersburg, Russia	Jno. M. Crawford, C. G.	No	No	No	Yes	No	No	Yes	No	No.
15	Cork or Queenstown, Ireland	J. J. Piatti, C.	No	No	No	Yes	No	No	No	No	No.
16	Glasgow, Scotland	Wm. Gibson, V. C.	No	No	No	Yes	No	No	No	No	No.
17	Munich, Germany	F. W. Gatlin, C.	No	No	No	No	No	Yes	Yes	No	No.
18	Marseilles, France	Alex. Brandt, V. C.	No	No	No	Yes	No	Yes	Yes	No	No.
19	Stettin, Germany	Jas. Kellogg, C.	No	No	No	Yes	No	Yes	No	No	No.
20	Palermo, Italy	Horace C. Fugh, C.	Yes	No	Yes	Yes	No	Yes	Yes	No	Yes.
21	Göteborg, Sweden	C. H. Shepard, C.	No	No	No	Yes	No	No	No	No	No.
22	Falmouth, England	Howard Fox, C.	No	No	No	Yes	No	No	No	No	No.
23	Newcastle-upon-Tyne, England	H. W. Metcalf, C.	No	No	No	No	No	No	Yes	No	No.
24	Lyons, France	E. B. Fairfield, C.	No	No	No	No	No	No	Yes	No	No.
25	Leghorn, Italy	Wm. T. Rice, C.	No	No	No	No	No	No	Yes	No	No.
26	Rome, Italy	A. O. Bourn, C. G.	No	No	No	No	No	No	Yes	No	No.
27	Dresden, Germany	A. Palmer, C.	No	No	No	Yes	No	Yes	Yes	No	No.
28	Nice, France	A. Vial, V. C.	No	No	No	Yes	No	Yes	Yes	No	No.
29	St. Etienne, France	F. B. Leouis, C. A.	No	Yes	Yes	Yes	No	Yes	Yes	No	No.

(¹)
(²)
(³)
(⁴)
(⁵)
(⁶)
(⁷)
(⁸)
(⁹)
(¹⁰)

	at. weight	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	(1)
31	Roubaix, France.	at. weight	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
32	Algiers, Africa.	H. D. Bennett, V. G ¹³	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
33	Nantes, France.	H. D. Bennett, V. G ¹³	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
34	Brussels, Belgium	G. W. Roosevelt, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
35	Köhl, Germany.	E. Johnson, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
36	Frankfort, Germany ¹⁴	F. H. Mason, C. G.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
37	Manchester, England.	Wm. F. Grinnell, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
38	Canania, Italy ¹⁵	C. Heath, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
39	Rouen, France.	C. P. Williams, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
40	Cologne, Germany	W. H. Warner, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
41	Rheims, France	A. Angier, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
42	Chemnitz, Germany	H. F. Merritt, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
43	Huddersfield, England	W. F. Smythe, C. A.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
44	Leipzig, Germany	H. W. Diederick, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
45	Crefeld, Germany	E. Blabe, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
46	Nuremberg, Germany	W. J. Black, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
47	Bristol, England.	L. A. Lathrop, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
48	(Edinburgh) Leith, Scotland.	W. Truce, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
49	Düsseldorf, Germany	D. J. Partello, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
50	Milan, Italy	G. W. Teffer, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
51	Prague, Austria.	W. A. Rublee, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
52	Basle, Switzerland.	Geo. Gifford, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
53	Breslau, Germany	J. E. Hayden, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
54	Geneva, Switzerland.	R. J. Hemmick, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
55	Stuttgart, Germany	L. Gottschalk, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
56	Tunstall, England	Wm. Burgess, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
57	Zurich, Switzerland	G. L. Catlin, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
58	Helsingfors, Russia	H. Donner, V. C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
59	Ghent, Belgium	J. B. Osborne, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
60	Barren, Germany	A. G. Studer, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
61	Malaga, Spain	T. M. Newson, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
62	Cádiz, Spain	R. W. Turner, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
63	Cartagena, Spain.	C. Molina, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
64	Dumfries, Scotland.	J. D. Reid, C. A.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
65	St. Gall, Switzerland	S. H. M. Byers, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
66	Denia, Spain.	O. Mahros, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)
67	Genoa, Italy.	J. Fletcher, C.	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	N ^o	Y ^{es}	(1)

- 1 Hindered.
- 2 See circular of British consul.
- 3 Medical inspection and character certificate.
- 4 Don't know.
- 5 See letter.
- 6 Little emigration from Belgium.
- 7 Indefinite.
- 8 Can give no information.
- 9 No emigration.
- 10 Not prepared to answer.
- 11 Can not answer.
- 12 No emigration to the United States.
- 13 Emigration extremely limited, no organized movement.
- 14 Very little emigration.
- 15 Neither.
- 16 No need of it here.
- 17 Very little emigration to United States.
- 18 Favors medical inspection.
- 19 Not likely.
- 20 In a quiet way.
- 21 To a limited degree.
- 22 Covertly, if at all.
- 23 Possibly.
- 24 Not openly.
- 25 Sick; will report direct to State Department.
- 26 No immigration from Spain.
- 27 Very little emigration.
- 28 Barely.
- 29 Varied laws.
- 30 No emigration from here to United States by vessel.

[For copy of circular letter addressed to European consuls by Commissioners see vol. 1, page 6.]

CHAS. F. JOHNSON, UNITED STATES CONSUL, HAMBURG.

Answers to questions propounded in confidential circular of Special Commission, United States Treasury Department, Hon. Jno. B. Weber, Chairman.

1. The laws of the German Empire prohibit any promotion of emigration, and as far as I can ascertain the steamship and other carrying companies in my district make no efforts in this direction except the publication of legitimate advertisements of their lines, similar to those published by them in the newspapers of the United States.

2. No such engagements of contract laborers are made here.

3. This is not done here.

4. I do not think that an examination of intending emigrants by United States consuls would be practicable. In case the emigrants should have to procure certificates from the consuls in whose districts their former home is located, it would make it very expensive for a great many of them, as a visit to the respective consulates would often entail a costly detour from the direct route to the port of embarkation. Besides, there would be great danger that nonobjectionable parties would procure certificates from inland consuls and give them to undesirable emigrants, a practice which in view of the vast number of emigrants landing in the United States it would be very difficult to guard against. The only way to prevent such a fraud would, in my opinion, be to examine the parties just before embarkation, surrendering the certificate to them as they go on board the transatlantic steamer. But when the fact is taken into consideration, that in the year 1890, for instance, 93,013 persons emigrated to the United States by way of Hamburg alone, and that most of these were only a day or two in Hamburg before they were shipped, it becomes obvious that an enormous consular force would be necessary in this city to conduct even the most superficial examination of the emigrants leaving here. Aside from these reasons, I doubt very much if the consuls at any point could get trustworthy information in many of the cases coming under their notice, the interest of parties desiring to rid themselves of objectionable persons by emigration being evidently to conceal the facts that would lead to their rejection by the consul, while desirable emigrants might, on the contrary, meet with great difficulty in securing the necessary documents from the authorities of their native place.

5. Emigration is certainly not encouraged by the German Government. The emigration of all parties subject to military duty is forbidden by law.

6. They are sent across the border.

7. The German emigration laws are in force here. I append a copy of the law and the regulations regarding the shipment of emigrants from this port.

8. I do not know of any such movement unless the circular issued by the English consul-general at this place to emigrants can be regarded as such. This circular, printed in the German, Bohemian, and Hebrew languages, is posted in all emigrant lodging houses in this city, and warns the emigrants against going to Great Britain, as they would not be likely to find employment there. I append a copy of this circular.*

9. I do not believe that any such coöperation could be secured that would be in the interest of the United States, as no country would be likely to encourage the emigration of desirable parties, while the nonadmission of objectionable immigrants would certainly be more in the interest of the United States than of the country from which they came.

CHAS. F. JOHNSON,
United States Consul.

UNITED STATES CONSULATE,
Hamburg, October 10, 1891.

HUGO M. STARKLOFF, UNITED STATES CONSUL, BREMEN,

BREMEN, October 3, 1891.

To the Chairman of Special Commission, United States Treasury Department:

SIR: In compliance with the request of your communication dated July 21, 1891, I have the honor to reply to your questions as follows:

Question 1. The different steamship companies and their agencies and subagencies try as a matter of their own interest to obtain as many emigrants upon their lists as

* See vol. I, page 112

possible. Whether or not they make use of unlawful means is a very difficult matter to ascertain. That such have been used to some extent we learn once in a while from newspaper reports.

Question 2. I can not tell to what extent contract laborers are covertly engaged for exportation to the United States, but I have all reasons to suspect that a great many people, especially Poles, Bohemians, and Hungarians, are engaged under contract by mining companies, mostly of Pennsylvania. Since I have taken charge of this consulate I have noticed that these people are shipped for the United States in spring and return in autumn. I have recognized the same faces, especially those of the men under whose supervision they seem to travel. These people do not handle any money, nor do they answer any questions to strangers, no matter in what language they are addressed. They seem to follow their leader blindly. There is about one woman to each crew of twelve or eighteen men, who, as I am informed, works and cooks for them at their place of destiny in the United States. It also appears that farmers or manufacturers who have bought a tract of land in the United States for the purpose of settling there have taken over with them a whole crew of workmen, who partially have been in their employ previous to their emigration to the United States.

Question 3. Criminals and paupers have been shipped to the United States to my knowledge by benevolent associations, whose leader, in one case, has been a Government officer. To what extent this is done I am unable to tell.

Question 4. The most effective system of examination of intending emigrants, I think, would be to compel the emigrants to get from their Government authorities a certificate of good conduct and to instruct the steamship companies and their agencies and subagencies not to sell a ticket to any emigrant unless he has such certificate. The Government authorities who would be willing to give to an undesirable citizen a passport in order to get rid of him would hesitate very much to give to the same person a certificate of good citizenship, if aware that said person has been in conflict with the laws of the country. As far as insane persons, idiots, and other defectives are concerned, I think the present system of examination by the steamship surgeons is inadequate for the following reasons: With due regard to the theoretical knowledge of the corps of steamship surgeons it is well known that most of them are young and inexperienced men, who consider their position only a temporary one, as their salary is limited and there is no expectation of glory or promotion connected with it, and for an ambitious physician it is only a stepping stone to higher aims. For this reason they will hardly remain on board of a steamship long enough to become thoroughly familiar with the duties and responsibilities imposed upon them. The steamship surgeons at this port examine the emigrants an hour before they leave the city to go on board the steamer. The value of an examination of 500 to 1,500 passengers in as short a time is clear to every experienced physician or layman.

During one winter season I have seen this examination to take place in a large hall illuminated by one or two lamps and in a temperature of 10 degrees below zero. My proposition is, that the United States appoint one or two surgeons at every port of emigration, whose duty shall be to examine, under the supervision of the United States consul, all emigrants and reject all idiots, insane persons, and other defectives, and such afflicted with loathsome or contagious disease, and if there is the least suspicion from the appearance of any one to be afflicted with consumption or heart disease, to make a close individual examination and reject him if afflicted. The expense of such examinations is nothing compared with the benefit derived therefrom.

Question 5. In Germany emigration of able-bodied, desirable citizens is not encouraged by law, but rather hindered as far as possible, and every obstacle is thrown into their way. The emigrants have to prove that they are not indebted to any one, that all taxes are paid, and that they have strictly complied with the military laws, and by leaving have not violated any contract with other parties.

Question 6. Criminals and paupers from other countries are promptly sent back to the country where they came from by the German authorities.

Question 7. See inclosed ordinance for regulating the conveyance of ships' passengers to transatlantic countries.

Question 8. I do not know.

Question 9. Neither do I know any points in the matter of emigration on which the German Government would be likely to coöperate with the United States.

It is clear that the German Government is anxious to retain their good and valuable citizens and like to see their invalid ones depart for other countries.

I have the honor to be, sir, your obedient servant,

HUGO M. STARKLOFF,
United States Consul, Bremen.

CONSUL-GENERAL GOLDSCHMIDT, VIENNA.

1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.

Answer. The agents of the steamship companies, who must be licensed by the Government, may propagate their business only in the way of advertisements in the public papers. All agitation and persuasion in favor of emigration has been strictly prohibited by the Government. Business concessions are only granted on the condition that no propaganda must be made to encourage emigration, and the police authorities exercise an effective and strict control of all matters connected therewith. The propagation of printed pamphlets, etc., designed for the promoting of emigration is prohibited by law. Still some agents of steamship companies, in the province of Galicia especially, have been endeavoring to induce and persuade Austrians to leave their native country. The Wadowice scandal is still fresh in memory of the people. Heavy punishment was inflicted on the unscrupulous people connected with it.

2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies, and for what classes of employment.

Answer. There are no agencies for emigration existing in Austria-Hungary; the inviting to or encouraging of emigration being prohibited. Persons infringing on that law are severely punished, and a sharp lookout for emigration agents is constantly going on.

3. The extent to which criminals, insane persons, idiots, and other defectives, paupers or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are encouraged or aided to emigrate to the United States in violation of laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.

Answer. Emigration is neither encouraged nor aided in this country. In virtue of the emigration act of March 24, 1832, emigration is subject to the permission of the Government authorities. Criminals, insane persons, idiots, sick persons, or persons living on public charity can not be compelled to emigrate, if they are Austro-Hungarian subjects; but aliens of that class who become a public charge are not allowed to remain in Austro-Hungarian territory, and are taken either across the frontier by the police or sent to their native countries. The newspapers of this country are alike willing and patriotic in aiding the Government, by giving publicity to any piece of unfavorable information concerning the United States, but all labor is certainly wasted as long as the friends of the would-be emigrants continue to send from America money to assist them in their undertaking.

4. Whether it would be practical to adopt and apply an effective system of examination of intended emigrants by American consuls or officers under their direction, together with the probable cost of maintaining such a system if adopted.

Answer. The proposed measure of consular certificates will never work to advantage; in fact it will prove useless as a check to the undesirable elements of emigration, while it will be a burden and hardship to such people as are welcome to our shores. The time and work of a consul should be fully devoted to the commercial interests of his country, to protecting American citizens in distress, and to giving such of his countrymen traveling in Europe, who seek information and enlightenment on public affairs, his advice and attention. There are a great many things in Europe that we can learn and profit by, and a United States consul has no time to waste on newcomers in the capacity of a detective or emigration agent. The cost of maintaining a system of examination by American consuls would be considerable, it requiring at least two extra clerks for each consulate. Great ignorance prevails in Austria in regard to our laws on emigration, especially the recently enacted restrictive laws as to contract laborers, criminals, paupers, and vagrants. The United States consuls should be authorized to publish officially in the public press of this Empire a synopsis of those laws which have been passed to prevent the emigration of undesirable elements. The work of surveillance and examination of emigrants must be done at the ports of arrival, in an efficient but humane manner.

5. Is emigration hindered or encouraged by law or regulation; and, if so, what classes in respect of age and condition are affected?

Answer. Emigration is by no means encouraged in this country; persons liable to military duty, that is young men between the ages of 19 and 33 years, can not lawfully emigrate without special permission being granted them by the Government authorities. It is no rare occurrence that such young men, who intend to emigrate without asking permission, are caught at the railroad stations, sent back to their native places and are there punished. During the past year, 400 of such young men were apprehended at the Vienna railroad stations, and many more at the frontier.

6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance, or sent across the border; and, if so, what are the substantial features of the laws or regulations governing their disposal?

Answer. Alien criminal or paupers (tramps) are returned to the country to which they owe allegiance. It rarely happens that Austrian criminals or paupers are aided by local authorities to leave their country, and I have no knowledge of any deportation of criminals, paupers, or insane persons with or without Government aid.

7. Please furnish also the substantial features of laws regulating emigration or immigration if any, in the country where you are stationed.

Answer. This question has already been answered by the foregoing.

8. Do you know of any systematic or organized movement to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country?

Answer. No. Such a movement would be against the laws of this country.

9. Do you know of any points in the matter of regulating and restricting emigration, on which the Government of the country in which you live would be likely to cooperate with the United States? (a) On what point do you think such cooperation would be of interest to the United States? (b) On what points, if any, do you think the interests of the United States and the Government of the country in which you live, clash in the matter of emigration?

Answer. I hardly think that the emigration from Austria to the United States will ever be sufficiently controlled by the authorities to benefit our country. The Government would be willing to cooperate with the United States to restrict or if it could do so prohibit the emigration of all young men subject to military duty. It would be only too ready to enter into negotiations with us not to grant citizenship to such of their people who escape military duty, but would gladly consent to the exit of all unsavory elements and incumbrances on society, although every possible method is used to repress emigration in general. The interests of the two countries seem to clash in this direction. The hardy farmers and the sound laborers are just the emigrants we want to come to America. The way to regulate emigration is, by strict surveillance on arrival in our country, but another law may work to advantage which would grant to our Government the right to expel all such persons who are not willing to support the laws and constitution of our country and who conspire against the maintenance of our republican institutions. There is no country in the world, except the United States, whose Government does not reserve for itself the right, either by a decision of the courts or otherwise, to expel an individual who is not a citizen, and who does not intend to become one and support the laws and constitution of our country. Austria is not overpopulated, and as already stated the Government does not favor emigration, while the owners of estates look with great disfavor upon any concerted movement of emigration. Germany's colonial policy tends towards the opening of new territory for its emigration instead of encouraging the same to settle in the United States or Canada, where they know they would not remain Germans and become producers and consumers of German commodities, but would assimilate sooner or later with the people of those countries. The same feeling is prevailing here, although Austria has no colonies whereto the stream of emigrants could be directed. So far little success has accompanied the attempts of such colonization projects, and the stream will continue its natural western course as it does in our country. The motto: "Go west young man" will surely remain the same for some time to come in both the continents of Europe and America.

W. H. EDWARDS, CONSUL-GENERAL, BERLIN.

CONSULATE-GENERAL OF THE UNITED STATES,
Berlin, August 19, 1891.

Hon. JOHN B. WEBER,
Chairman (care U. S. consul, Bremen):

SIR: In reply to the request contained in your confidential circular, issued at London on the 21st ultimo, I have the honor to report as follows:

Answer 1. Emigration from Germany to the United States is so largely influenced by special conditions and so materially affected by local and personal considerations, that I can not venture with the data at hand, to express an opinion as to the extent of the influence exerted by emigration agents. It is my opinion that the German emigrants are not so much influenced, or tempted by the highly colored statements and plausible circulars of the smooth-tongued emigration agents, as by our climate and the whole social circumstances of the United States of to-day, which are peculiarly and highly favorable to the German emigrants. They find with us not only the presence of familiar faces, but they also find themselves at home. The German

language is not only spoken everywhere in the United States, but in no country in the world is German more understood, than with us. The prosperity of the German emigrants in the United States is the secret of the present flow of emigration in that direction. As far as I can ascertain, the emigration agents at present at work in Germany, are mainly engaged in turning the current of emigration in favor of the respective steamships or railway lines which they represent.

Answer 2. I am not personally aware that contract laborers are engaged in this district for exportation to the United States, either openly or covertly, to any extent.

Answer 3. I am not personally aware that any class of defective persons is systematically encouraged to emigrate to the United States, by societies, committees, or Government authorities, in violation of our emigration laws.

Answer 4. The determination of all questions touching the physical and financial condition of emigrants should be left to the light of expert knowledge in the United States. There are too many degrees of insanity, too many kinds of disease, too many degrees of infirmity, too many stages of pauperism, to enable us to practically adopt or apply an effective system of examination of intending emigrants by American consuls. Besides it would in most instances be a great hardship to compel intending emigrants with the different members of the family to appear in person before the consul. If any sort of a process of weeding out the defective and undesirable emigrants should be adopted or begun under consular inspection it should, in my opinion, be chiefly confined to the examination and authentication of such record evidence as emigrants may be required by law to bring with them to our shores. The method and system of registration required by the laws of this country furnishes to the consul permanent records which contain a stock of practical and useful information which truthfully reveals the character, conduct, and condition of every subject of this Empire. These permanent records, which have an extraordinary scope, are at the disposal of each emigrant and within reach of consular officers, and certainly afford means of research quite beyond the reach of our authorities at home. Inspection by consular officers of this record evidence can be productive of nothing but good. That record evidence may be falsified in isolated cases is not practically important. The form of the certificates or transcripts of records should depend upon the system of registration in vogue at the places of abode of intending emigrants. Every emigrant should be brought to a fair understanding of the value of the privileges he seeks before he starts to make a home with us. The best way to sharpen the sense of the worth of residence in the United States is for us to insist that the intending emigrants shall take the personal trouble to bring an authenticated copy of their records with them. Nothing is more certain to my mind than that every honest industrious German who desires to emigrate to the United States can procure and produce the most satisfactory record evidence as to character, conduct, and occupation. Intending emigrants who are indisposed or unwilling to furnish the record evidence which surrounds them, and which has grown with them since birth, and which is so full and complete, may well and justly be considered to be either unfit to seriously assume the responsibilities of citizenship with us or to have black records. However, in the consideration of this subject of consular aid or inspection it may be well for you to bear in mind that the foreign authorities may refuse to extend assistance to consuls to detect criminal and other defective persons and base such refusal on the ground that our laws permit and practically encourage the emigration of foreign subjects in violation of the laws governing military service. Certainly no consular examination or inspection would be signally effective unless the system adopted is upon a basis of hearty coöperation with foreign authorities. *The truth is, this whole subject of emigration demands thorough international consideration.*

Answer 5. If my information is correct, the German authorities did intervene and put a stop to the work of emigration agents who a short time ago were engaged in directing emigrants to Brazil. The German authorities doubtless rejoice at the spread of her congested population, and it is quite natural that the authorities should be well content if those engaged in giving effect to emigration movements should insist that the emigrant class should be brought to realize that success and prosperity is much easier and much more certain of attainment in the United States than elsewhere in the world. The trade statistics show that the German authorities have not looked without reason for a share in the future general prosperity of the German emigrants to the United States. The exports from the German Empire to the United States have doubled in value in ten years; that is to say, in 1881 the exports were valued at \$52,000,000, whilst in 1891 they were valued at \$103,000,000, and I have the best reason for saying that a large proportion of the manufactured merchandise exported to the United States from Germany has followed the prosperous German emigrant in his new home. I venture the assertion, therefore, without the data to clearly establish the facts, that, owing to a wise perception, there has been on the part of the German authorities a philosophical abstention from interference with the full liberty of every German subject to emigrate from Germany to the United States **This without regard to age, class, or previous condition.**

Answer 6. I inclose, under cover of this, translations of the following laws of the German Empire which have a bearing upon this subject: (1) The Imperial German law concerning the right of migration and residence. (2) The Imperial German law concerning the acquirement and loss of citizenship. (3) Germany's military laws, which include the following: *a.* Imperial military law. *b.* Law concerning the militia. *c.* Control of furloughed persons. *d.* Obligations toward the armed force in times of peace. *e.* War obligations. *f.* Proprietorship of land in the neighborhood of forts.

Answer 7. Same as to 6.

Answer 8. Not from personal knowledge.

Answer 9. The only practical way to test that matter is to submit the whole subject of emigration to thorough international consideration, and then you will have an opportunity to ascertain from actual experience where or how far other governments would likely clash or cooperate with the United States upon the general subject of emigration. In my opinion this is an opportune moment to call an international conference upon the subject.

Yours, most truly,

W. H. EDWARDS,
Consul-General.

CONSUL TWELLS, NAPLES, ITALY.

To the members Special Commission of the United States Treasury Department:

GENTLEMEN: In accordance with the request contained in your communication bearing date London, July, 21, 1891, I have the honor to herewith transmit the information I have been able to obtain on the subject of emigration to the United States from the port of Naples.

1. I am advised that while emigration is still free and voluntary, it is not desired by the Italian Government, as of late whole districts have been nearly depopulated of men, thus depriving the army and navy of most useful material, nor is it encouraged to the same extent now by the steamship agencies, for the reason that, although the passenger business is very profitable to the three lines of steamers sailing between Naples and New York, yet, owing to the penalty imposed by the authorities on vessels transporting paupers, diseased, and otherwise undesirable people to the United States, they do not solicit passengers indiscriminately as they formerly did through the efforts of hired agents. Two years ago a large number of these agents, for the commission which they received on the sale of tickets used every exertion to promote and encourage emigration to the United States regardless of the class or condition of the persons shipped, but since the Italian Government has enacted a law requiring each agent to file a bond of 10,000 * lire for the proper and lawful performance of his duties, it became necessary for those who could not procure the required security to retire from the business, leaving at this time only ten men on the list of passenger agents or drummers at this port.

2. Regarding contract laborers, none are now engaged, I am informed, for exportation to the United States openly through agencies or padrones, as heretofore.

3. Criminals, insane persons, idiots, and other defectives, paupers, or persons likely to become a public charge or afflicted with loathsome or contagious disease, are not encouraged or aided to emigrate to the United States, but on the contrary are not permitted to embark by the municipal authorities, and no steamer can leave Naples without every emigrant being first inspected by the physician of the port or persons appointed for that purpose.

4. It is extremely doubtful, in my opinion, whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls or officers under their direction, and the cost and labor of maintaining such a system would be both laborious and expensive, without fully effecting the desired result. When a physician was employed by the United States Government to examine intending emigrants during the cholera epidemic in Naples, he was paid at the rate of \$10 per diem.

5. Emigration is neither hindered or encouraged by law or regulation so far as I am informed, but there exists a new regulation which requires every emigrant or the emigration agent in his stead to furnish satisfactory proof to the authorities that he (the emigrant) is able to work and has some means of support until he finds employment. No emigrant can embark for the United States from Naples without a passport from the Italian Government.

6 and 7. Alien criminals or paupers are not returned to the country to which they owe allegiance except under requisition from that country, but are conveyed across the border at the expense of the local police department, in case the consul who rep-

* One lira is valued at about 19 cents.

resents the country to which these persons belong refuses to take charge of them, and as he has no funds in his hands provided by his government for the purpose, he can not afford out of his own pocket to take care of them or send them home.

8. I know of no systematic or organized movement to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country.

9. I regret to say that I have been unable to obtain any information in relation to any points in the matter of regulating or restricting emigration on which the government of the country in which I live, Italy, would be likely to cooperate with the United States.

I am, gentlemen, your obedient servant,

JNO. S. TWELLS,

United States Consul, Naples, Italy.

NAPLES, *August 18, 1891.*

GEORGE S. BATCHELLER, MINISTER, LISBON, PORTUGAL

Question 1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.—Answer. None.

Question 2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies, and for what classes of employment.—Answer. None.

Question 3. The extent to which criminals, insane persons, idiots, and other defectives—paupers or persons likely to become a public charge and persons afflicted with loathsome or dangerous contagious diseases—are encouraged or aided to emigrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.—Answer. None.

Question 4. Whether it would be practicable to adopt and supply an effective system of examination of intending emigrants by American consuls, or officers under their direction, together with the probable cost of maintaining such a system if adopted.—Answer. Impracticable.

In connection with this last inquiry, it will be important to ascertain what original official certification will be required to enable consuls to pass upon the eligibility of the intending emigrant, whether detection of contract laborers and criminals will be materially improved, and to what extent, if any, the laws governing military service would prevent emigration of those within the military age by any system of consular inspection. (See note accompanying.)

Question 5. Is emigration hindered or encouraged by law or regulation, and if so, what classes in respect of age and condition are affected.—Answer. There are the usual continental regulations as to military service only.

Question 6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance, or sent across the border, and if so, what are the substantial features of the laws or regulations governing their disposal?—Answer. They are usually expelled from the country by police force.

Question 7. Please furnish also the substantial features of laws regulating emigration or immigration, if any, in the country where you are stationed.—Answer. There is no practice of sending criminals or paupers to foreign countries. Emigration is as a rule discouraged, except to the colonies in South Africa and along the African coast to Portuguese possessions. Considerable emigration continues to Brazil; very little to the United States.

Question 8. Do you know of any systematic or organized movement to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country?—Answer. No.

Question 9. Do you know of any points in the matter of regulating and restricting emigration, on which the government of the country in which you live would be likely to cooperate with the United States?—Answer. No.

(a) On what points do you think such cooperation would be to the interest of the United States? (See note.)

(b) On what points, if any, do you think the interests of the United States and the government of the country in which you live clash in the matter of emigration?—Answer. None.

P. S.—This information will be treated as confidential as far as possible.

See accompanying note.

GEO. S. BATCHELLER,
Minister Resident, etc.

LISBON, PORTUGAL, *September, 1891.*

Note accompanying answers to confidential circular of the Treasury commission to investigate in Europe the subject of emigration to the United States, dated London, July 21, 1891.

In my judgment it is not advisable to refer the question of fitness or qualification of the emigrant to the consuls. It would be found impracticable to apply a series of fixed rules in individual cases, and each examining functionary would be called upon to exercise a certain discretion which he might not be qualified to apply. Regulations should be applied differently in different countries, and unfortunately for the consular service these functionaries are frequently changed, and it occasionally happens that on account of a lack of knowledge of local laws, customs, or language, or for other obvious reasons, the consular officer is illy qualified for the exercise of the semi judicial functions necessarily involved in such special service.

Besides, the labor incident to such examinations, especially at ports where there is a large and continuous emigration, would involve a greatly augmented clerical force, including medical experts, etc., and a consequent increase of expense. In fact it would require a repetition in the consular office, on a small scale, of the machinery of the Bureau of Emigration, and landing stations on ports of entry in the United States. But the determination of the fitness of the emigrant to be admitted into the United States should be made at the port of entry.

The laws and regulations relating to emigrants destined for the United States should be published in the newspapers of every country and notified to every government, and especially to the police and customs authorities of every port of embarkation. A clause should be inserted in every treaty of commerce and navigation with the various powers, to the effect that these laws and regulations should be made known and applied as far as practicable to every emigrant.

I would suggest that the laws regulating the admissibility of emigrants should provide that each person on landing should furnish to the United States authorities—

1. A certificate from his home government setting forth his civil and judicial status. These certificates can readily be procured in all continental European countries. They are extracts from the register everywhere existing of what is known as the *état civil* and *état judiciaire* of each citizen. In the "Latin countries" these certificates emanate from the police authorities. In some other countries they are furnished by the parochial authorities, and in some, I believe, by the clergy.

2. The certificate of birth, *acte de naissance*. The latter would give the original nationality of the emigrant and his age and parentage, frequently very important elements in determining the fitness of the emigrant, especially for citizenship.

In Europe such certificates are almost invariably required to be produced by applicants for appointment in governmental service or by those seeking mercantile or commercial employment.

These requirements should also be incorporated into the naturalization laws of the country, as they would furnish sure guides to the magistrate in determining the age and other qualifications of citizenship. They are simple safeguards; they would at once show the age and judicial standing of the emigrant, whether ever convicted of crime, etc., and would be readily furnished by such as are worthy to be incorporated into the population and body politic of the United States.

GEO. S. BATCHELLER.

LEGATION OF THE UNITED STATES,
Lisbon, September 2, 1891.

CONSUL GADE, CHRISTIANIA, NORWAY.

1. The British steamship lines forwarding emigrants from this port to the United States have promoted emigration, and are probably still doing so, by agents traveling in the rural districts and recommending their respective lines. I am unable to state to what extent the emigration has been promoted by such agents, but am informed by the official statistics on emigration published here every year that more than one-half of the passage money for the Norwegian emigrants leaving for the United States is prepaid in America. Besides tickets, much money is also sent to friends and relatives who may be willing to emigrate.

2. No contract laborers have to my knowledge been engaged either openly or covertly for exportation to the United States.

3. The Norwegian authorities have, with a very few exceptions, been very careful in not encouraging criminals and paupers to emigrate to the United States; nor have I ever heard during my long consular career that any societies or committees

have tried to violate the American laws by sending persons likely to become a public charge over to the United States. Where cripples or other defectives have proposed going to America to be there supported by their relatives I have always dissuaded them from doing so.

4. To this question, which is most difficult to answer, I will say that it will hardly be practicable to apply a system of examination of emigrants by the American consul in a port like this, where on an average 10,000 persons, amongst whom a couple of thousands from another country, viz, Sweden, every year emigrate to the United States. The emigrants come here from very remote parts of this large country, and the only way in which the consul could be informed of their morals and other qualities would be by production by the intending emigrants of certificates from the clergymen in their respective districts or from the undersheriffs, all of whom would likely be unwilling to give such certificates. The military laws of Norway, which are on the whole very liberal in regard to emigration of persons within the military age, would, so far as I know, not prevent emigration of such persons by consular inspection. Any person intending to emigrate is bound to appear before the police authorities at the port of departure, and if liable to military service to produce a permission to leave from the military authorities, which is easily granted.

5. Emigration has in this country never been hindered or encouraged by any law or regulation.

6. Alien criminals or paupers are sent across the border or at the expense of the Government transported to a foreign port in the country to which they belong. Money expended here for Swedish paupers who are sent back to Sweden is refunded by the Swedish Government.

7. In regard to immigration, no laws regulate this matter here. The law of May 23, 1863, regulates the size and outfitings of vessels destined to carry passengers to other parts of the world, and the law of May 22, 1869, gives rules for the control of transportation of emigrants to other parts of the world. The latter law enacts that agents selling tickets to emigrants must be authorized by the police authorities and give a bond for a certain amount. The agent has to make a written contract with each emigrant, describing the kind of food for the passage.

8. No such movement to divert immigration of any class of immigrants alleged to be excluded from this country is known here.

9. I am unable to give you any points in the matter of regulating or restricting emigration on which the Norwegian Government would cooperate with that of the United States. The Norwegian Government does not consider with satisfaction the large emigration which has for years taken place here, but will in my opinion not be willing to take any measures for restricting it.

GERHARD GADE,
United States Consul.

CONSUL STEUART, ANTWERP, BELGIUM.

UNITED STATES CONSULATE,
Antwerp, September 8, 1891.

Hon. JOHN B. WEBER,
Chairman, member Special Commission,
United States Treasury Department (care of United States Minister, Berlin):

SIR: In compliance with the request contained in the circular dated July 21, 1891, I have the pleasure to offer the following answers to the questions contained in said circular and inclose a pamphlet giving the rules governing the transportation of emigrants from Belgium.

1. Emigration is affected favorably or unfavorably by steamship companies as they may raise or lower the rates of transportation.

2. In case anything should be known in this district as regards the engagement of contract laborers for the United States, it will be immediately reported.

3. Criminals, insane persons, and other defectives, paupers, or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases are in no manner encouraged to emigrate to the United States from this consular district.

4. It would be difficult, if not impossible, to apply any effective system of examination by consular officers, or agents under them, of intending emigrants.

5. Emigrants in this country who have not fulfilled their military duties are treated as conscripts, not as deserters. They can appoint a person to represent them when lots are drawn for the army; otherwise they have to present themselves im-

mediately on their return. It might probably be a good plan to require intending emigrants to procure from the authorities of their respective districts a certificate showing their character, general condition, occupation, and exemption from military duties.

6. Alien criminals or paupers are put over the border by the police.

7. In answer to this question the inclosed pamphlet is transmitted, giving the rules governing the transportation of emigrants.

8. There is no systematic or organized movement in this district to divert emigration from European countries to America of any class of emigrants.

There is very little emigration at all from Belgium, the Belgians as a rule being content in their homes and prefer to remain there.

A great many emigrants are passing through here, but they come from other parts of Europe, to avail themselves of the regular steamship lines from this port.

I am, sir, yours, truly,

JOHN H. STEUART,
Consul.

CONSUL SCHLEIER, AMSTERDAM, HOLLAND.

UNITED STATES CONSULATE,
Amsterdam, Netherlands, September 19, 1891.

Hon JNO. B. WEBER,
Chairman Special Commission on Emigration, Bremen:

DEAR SIR: I take pleasure to inclose to you a pamphlet containing the Hollandish laws on emigration, this both in the language of this country (Dutch) and in English. The former is on the left of each page and the English on the right. In this you will find nearly all the questions, on which you desire information in your confidential circular, regulated by law. The secretary of the commission on emigration, Mr. Van Leening, informed me that the commission enforces these laws as strictly as they can.

To questions 1, 2, and 3, I can safely answer that there is no aid or encouragement furnished from any source here to promote emigration to the United States or to any other country.

Question 4 is, to my understanding, one of great importance. Statistics will, no doubt, show you that as far as the native Hollanders who emigrate to the United States are concerned no further restriction would be required than those at present existing; but Holland is a seaport, and the largest portion of the emigrants shipping from here are those in transit, and a system of inspection would, no doubt, be of value, provided the United States Government would require emigrants to procure from the consul nearest their nativity a legitimate certificate; this could be as restrictive as our Government would like to have it, and may be in the shape of a passport from the authority of their township and certified to by the consul; or it may be in the shape of an affidavit, attested to by two respectable citizens known to the consul as such; but under all circumstances I would strongly recommend that all emigrants should be required, by obligation, either in connection with these certificates, or separately, to abrogate any and all protection from their native country from the moment they have landed in the United States. Of course this would necessarily require their protection from our Government while it need not give them the right of citizenship until they have acquired the same according to law. I simply throw out these as suggestions, as neither time nor space will permit me to enlarge upon this important subject; but I have no doubt that if these suggestions will strike you favorably you will easily be able to frame this matter in such a way that Congress could enact laws which would hereafter prevent any such diplomatic complications that have been brought about in consequence of the New Orleans lynching.

To question 5, I will say none whatever, except those who have been drafted to the military, and this only at such time when one would try to leave the country between the time that he has been enlisted to enter the service and the time he must report for duty.

To question 6, criminals and paupers are returned to the country where they owe allegiance, if possible. Paupers usually are only sent across the border.

Question 7 is explained by the inclosed pamphlet.

8. I can not find anything to answer affirmatively.

9. The Government of the Netherlands is very friendly towards the United States, and I am satisfied that this Government would coöperate with our Government in any measure which would prove an advantage to the United States, and not materially injure this country; with this, I believe, A and C may be considered answered.

The emigrants which left here during 1890 were as follows:

Netherlanders.....	1, 288	Swedes	37
Germans.....	1, 677	Danes	151
English.....	533	Americans	18
French	24	Turkish	13
Belgians.....	61	Luxemburger.....	52
Swiss.....	100	Finlanders.....	12
Italians.....	154	Brazilians	2
Austrians.....	1, 350	Romanians.....	8
Hungarians.....	374	Spaniards.....	8
Russians.....	583		
Poles.....	73	Total	6, 646
Norwegians.....	122		

I have the honor to be, sir, your obedient servant,

T. M. SCHLEIER,
United States Consul.

CONSUL WILLIAMS—HAVRE.

CONSULATE OF THE UNITED STATES OF AMERICA,
Havre, France, July, 29, 1891.

Hon. JOHN B. WEBER,
Chairman and Members Special Commission,
United States Treasury Department:

GENTLEMEN: In reply to your confidential circular issued from London, July 21, 1891, and in the order of its numbered questions, without writing the same, I have the honor to report:

(1) In no manner, except to attract to their line such persons as have already determined to emigrate. This is done by discounts; by offers of free wine, etc.

(2) Nothing of the sort ever practiced in France.

(3) To no extent whatever.

(4) In a recent letter to Dr. Walter Kempster, of your committee, I crudely outlined my idea as to question No. 4. Being aware that from conferences, examinations, etc., you will be able to modify and improve into a working plan. In general I reiterate and believe consular supervision would be proper; would be well received both at home and abroad; could restrict to any desired extent; would be so conducted as to be most flexible; could in its practice be as secret as desired; would without new law or change be in touch with both the Treasury and the State departments; would not seriously interfere with consular work; would not demand new appointees or require a new bureau for supervision; could be dignified, and should be absolute. Let consuls be held to strict account, and an emigrant book, containing age, sex, nationality, and all particulars, with name of consular officer first applied to and who examined the emigrant. Let this book be sent under seal by the master of ship to the commissioner of immigration at the port of entry in the United States as a tally. The fee paid consuls may be very small, and yet be sufficient, and should at least make the system self-supporting. An emigrant who can't afford such reasonable fee is too near pauperism to be desirable.

Probably in all the great ports of Europe where the bulk of our immigrants embark there would be no trouble in securing resident Americans to make needed medical examinations, and at such ports consular deputies, etc., are in such numbers as to properly attend to emigrant inspection, if so required.

A short-form oath might be administered to adult emigrants as to the features of crime, contract labor, etc. Other ideas were somewhat fully suggested in my letter as referred to. There is no restriction in France as to her citizens emigrating, except: First. Minors must produce certified permission from parents or guardians. Second. If men of military age emigrate so as not to respond to the call of their names for service, they are regarded as deserters, and while never extradited, are arrested and punished as deserters in case they return to France. Third. Passports into or from France are not required.

(5.) Population in France increased but $1\frac{1}{2}$ per cent between 1881 and 1886, which increase fell to half of 1 per cent from 1886 to 1891, and this causes great national alarm and apprehension. Efforts are constant by the French Government to dissuade Frenchmen from emigrating and to persuade such as do emigrate to go to French colonies. The nationalism of citizens also enters as a factor, and the stationary condition of the population causes chagrin, and is considered a menace to the future of France. Because of these facts efforts are made to prevent emigration.

(6.) All returned emigrants, those discarded in the United States ports, are returned

to their former place of abode at the expense of the emigration agency, free of expense to the Transatlantic Ship Company. This of itself is a great restriction.

(7.) Both unfettered except as above noted.

(8.) Not in France. Rumors only as to other states.

(9.) So far as can be ascertained by the trend of public opinion, from newspapers, parliamentary discussions, from emigration commissioners, ship's agents, and others, the Government of France will cheerfully coöperate in any plan presented by the United States Government.

(a) Of none, practically, so far as French emigrants are concerned, such being few in number and generally of desirable character.

During the calendar year ending December 31, 1889, only 10,745 Frenchmen emigrated, and for the year ending December 31, 1890, only 9,076, and official reports here say that more than two-thirds of all went to Argentine, hence not more than about 6,000 went to the United States in the two years named.

(b) In no respect whatever, as evidently contemplated by the question. France seeks to keep her people within her boundaries, or if not, send them to her colonies. While all emigrating are desirable, and our Government welcomes all such.

GENERAL INFORMATION.

From an entirely reliable source I learn a most peculiar phase of the emigration question, viz: In certain villages and cities of Switzerland, where labor is poorly paid, the local government donates passage money to certain of the artisans, laborers, and farmers as desire to go to the United States. Those so favored are industrious and worthy, and not paupers, nor are they so favored because of fear that they otherwise may become a public burden, but solely because labor avenues are crowded in Switzerland, the earning of a livelihood most difficult, and with a knowledge of the bettered conditions of labor in the United States, public money is appropriated on the sentimental and charitable grounds of improving the lot of the emigrants; and that these thus favored are married and single men, women, and families of good health and character, none of whom have so far been rejected at United States ports.

Let a plan which may be formulated by your honorable committee be promulgated by the Treasury Department, and reach the consulates through the State Department. Whatever plan is thus developed could be put into operation as early as January 1, 1892, and if imperfect could be supplemented, changed or abandoned. We are great enough to be a "law unto ourselves."

So far as the great seaports of Europe and the United States are concerned I believe any degree of control is easy and simple and certain. I see vastly greater obstacles in Mexico and Canada.

Since April 1 the French line has taken from Havre about 10,500 third-class, and in all probably 12,000 emigrants, while the Hamburg steamers touching here en route to New York have, from Havre, taken perhaps 6,000 more, besides the vast number brought from Hamburg. In all, an average of about 1,500 emigrants per week actually leaves Havre for New York.

Come and inspect all. I send forms.

Your obedient servant,

O. F. WILLIAMS,
United States Consul Havre.

[Form No. 1.]

Forms suggested for emigrant's certificate.

[Issued at consular station other than port of embarking.]

No. of emigrant, 1; where application made, Caen; to whom, H. M. Hordy; date, August 1, 1891; name of emigrant, Joseph Ricard; sex, male; age, 41; married or single, married; where born, Honfleur; where emigrating from, Truville; where to embark, Havre; nationality, French; height, 5 feet 11 inches; color or complexion, fair; general appearance, robust; is certificate of mayor as to character annexed, yes; is certificate of doctor as to health who examined annexed, yes.

JOSEPH RICARD.

NOTE.—This certificate will not serve the purpose intended unless it be presented to consul at embarking port within six months of date thereof.

[SEAL.]

HENRY M. HORDY,
United States Consular Agent.

CAEN, CALVADOS, FRANCE,
August 1, 1891.

1. Let each consular bureau have a registry book, also blanks in the same form; enter in book and give above "Form No. 1" to the emigrant to present to seaport consul, there to be filed.
2. The numbers to run on from year to year at each bureau.
3. The numbers at seaport would (after No. 1) be unlike the others and include all originally issued for embarking at that port.
4. Let seaport numbers also run on for years, and so each emigrant will be known, examined, tallied, and checked by his number.

[Form No. 2.]

Form suggested for emigrants' certificate.

[Issued at port of departure for the United States.]

Number of emigrant, 11406; where first certificate issued, Caen; name of emigrant, Joseph Ricard; sex, male; age, 41; married or single, married; height, 5 feet 11 inches; color or complexion, fair; were certificates of mayor and doctor proper? yes; embarking by what ship, Bretagne; date of departure, August 22, 1891; port of destination, New York; final destination in United States, Boston; occupation, tailor; nationality, French; does emigrant intend to become United States citizen? yes; value baggage taken, \$200; other values taken, \$100; value of estate left in Europe, \$1,000; has seaport doctor's certificate to present health? yes; general remarks, personally and favorably known to me, United States consul, Havre.

JOSEPH RICARD.

Above signature compared with that on Form No. 1, and believe to be the same.
[SEAL.]

O. F. WILLIAMS,
United States Consul.

HAVRE, FRANCE,
August 20, 1891.

NOTE.—This certificate is not good except for ship and date as entered.

1. Form No. 1 taken up and filed at embarking port, and form No. 2 given emigrant to show in New York.
2. Form No. 2 issued and duplicate of it and of all others for same ship attached and sent under seal by ship's captain to immigration commissioner for tallying at port of entry.

VICE-CONSUL GEORGII, STOCKHOLM.

UNITED STATES CONSULATE,
Stockholm, August 11, 1891.

SIR: In reply to your circular of 21st ultimo I beg below to render you such answers on the different questions as I am able to give:

1. For the most part by the different steamship line agents and by relatives; only comparatively few go out from own desire to change and to try the United States.
2. No extent openly.
3. Formerly more, now very little, if at all. No encouragement by the Government.
4. Depends upon how far reaching the examination should go. Think impracticable with any amount of success to examine on this side. The now existing laws in the United States are, in my opinion, the most effective system, and when the ships are bound to bring back such people as are not mentally and physically sound and not enabled to work, this will certainly compel their agents to look out. A great number of interrogatories to the consulate have come forward this year with respect to the effect of the new law, and I have no doubt that many doubtful persons have been kept away from going by the replies they have received from the consulate. The consul can, in my opinion, scarcely detect contracts if people wish to conceal them. The Swedish laws prevent young men under military service to emigrate unless special license is given, which, in most cases, however, is granted. The authorities control this part of the question.
5. Not encouraged in any way.
6. The criminals and paupers belong to the communities where they have been last registered in the parish and church records, and are sent there at the expense of said community.

7. The Swedish emigration law is of 4th of June, 1884, and I beg to send you separate a copy of the same.

8. No.

9. As the Swedish Government is desirous to keep the good people at home, it is evident it would not coöperate in any way to promote emigration, but on the other hand I don't think they would pass any restrictive laws save with respect to young men under military service.

I have the honor to be, sir, your most obedient servant,

AXEL GEORGI,
United States Vice-Consul.

Hon. JOHN B. WEBER,
*Chairman Special Commission,
United States Treasury Department, Washington.**

P. S.—There is also a new law of 28th January, 1887, about what a man under military duty has to perform in order to obtain permission to emigrate, and I send a copy of same together with the other law.

CONSUL RAWICZ, WARSAW, POLISH RUSSIA.

Answers to queries of the Commission investigating European immigration to the United States, with reference to the Kingdom of Poland.

1. This consular district, comprising the ten governments of Russian Poland lying upon the Vistula River, has no seaport in its boundaries, and consequently no emigrants are conveyed hence on steamships. People emigrating from this country generally go to Bremen or Hamburg, as was the case last year, when nearly 10,000 left Poland for Brazil via Bremen, enticed by deceitful promises of the Portuguese and German agencies. A few hundred of these emigrants were brought back this year from Brazil, at the cost of a public subscription made at Warsaw and authorized by government. The Brazilian fever seems now to have abated. Still many workmen without employment seek their way across the Atlantic in search of better earnings. Laborers and reasonable people go out for the most part to the United States in preference to other parts of the American continent. In general, emigration of the rural classes, as well as of Jews, is a leading question and is of daily occurrence in this consular district.

2. No open emigration agencies are tolerated here. Secret agents receiving orders from Germany swarm in the more populous districts, and these agents have lately been prosecuted by the authorities, who have caused them in many instances to be tried and put in jail.

3. No disabled parties are encouraged by anybody to emigrate to America. The flight of criminals is also rare. People who go out to America are mostly young and healthy; generally they are peasants, artisans, miners and factory laborers. Jews emigrate to a large extent to America with their families, or alone, and after having settled down in the States get their families to come over.

4. The laws of this country forbid to entice anybody to emigrate. Nobody is allowed to go abroad without a legal passport, which costs half yearly 15 roubles and can be issued maximum for five years, unless he crosses the border secretly, and then on his return he is liable to fines and penalties, even to deportation to Siberia, according to article 325 of the criminal code, if he has sworn allegiance to a foreign power without his government's permission. People intending to go over to America rarely require the visé of their passports by this consulate, though since the beginning of the current year this has happened more frequently than before. Examination of intending emigrants by United States consuls would be impracticable in this country. All that might be done would be to instruct consuls in a concise way when to grant the visé of passports and in what case to refuse it.

5. The Government here does not encourage emigration; it rather hinders it, except for Jews, who are supposed to cross the border even without passports, provided the country gets rid of them. For it must be borne in mind that they form nearly one-fifth of the whole population of the Kingdom of Poland, numbering 8,250,000 of inhabitants. Young men approaching the age when they are bound to military service experience difficulties in obtaining passports for abroad.

6. Ejections of aliens are not frequent, and occurs occasionally, only for political

*At present in Bremen.

motives. During the last few years foreign Jews have been ejected as a rule, though many of them, especially if wealthy, have found means of avoiding the proscription of the law, or have been admitted even to Russian citizenship.

7. Passports of emigration, independently of ordinary passports for abroad, are conceded by law. But to obtain them involves expense and long formalities. Lately I believe these obstacles have been alleviated, and passports of emigration are issued at present by the general-governor of Warsaw without the condition previously required, that the intending emigrant should produce the consent of a foreign power to receive him into allegiance.

8. No class of people are systematically excluded from this country, and on the other hand no general movement favoring emigration is tolerated. Willful emigrants leave the country as common travelers, or if too poor to take out a passport, cross the border in a clandestine manner. No statistics of such emigrants are kept, nor have any at least been published till now. But it is well known that the border districts on the Prussian frontier furnish the greatest part of emigrants. It is a common thing, especially in the government of Suwalki, forming the northern boundary of the Kingdom of Poland, that young men go out to the United States only for a time, and, after having earned some hundreds of dollars or more, as the case may be, return to their native village. These men of Lithuanian nationality are generally sober and industrious.

9. The government in this country would, as it seems, be contrary to any general movement of immigration, but would perhaps not be disinclined to make some concessions in that respect as regards Jews.

JOSEPH RAWICZ,
United States Consul.

WARSAW, July 28, 1891.

CONSUL WERTHEIM, MOSCOW.

UNITED STATES CONSULATE,
Moscow, September 8, 1891.

Col. JOHN B. WEBER,
Chairman Special Commission, United States Treasury Department:
(Care U. S. Consulate, Bremen).

DEAR SIR: I believe that during your visit to Moscow I gave you as complete answers as I could possibly obtain upon all questions touching the subject of emigration to the United States, and have but little if anything more to add at present. Still in order to meet the requirements of the circular of your Commission I now give you, in a succinct form, such answers as I can to the queries it contains.

The laws of the country are opposed to free emigration, so that its promotion by steamship company agents, etc., is not practicable, and for the same reason an examination of intending emigrants by American consular officers or other recognized agents in this country could not be effected without creating displeasure to and possibly resulting in a prohibition by the local authorities.

In most exceptional cases the consular officer, when applied to, might, provided the intending emigrant is known to him, testify to his eligibility as such, by certificate in semiofficial form.

With reference to question No. 6: Alien criminals are subject to the laws of the country, and alien paupers are in most cases relieved or sent home by benevolent societies, formed by their countrymen; the administrative powers may, however, at any time get rid of any alien criminal or pauper by sending him across the border, where he is left to shift for himself.

All the remaining questions are, I think, disposed of by the mere fact that the restrictions to emigration are numerous, and is by no means a right, as the law does not recognize it to be so.

I hope that you and Dr. Kempster will have reached Bremen all well, and wish you both a pleasant journey home.

If at any time I can be of any use to you here pray let me know.

Believe me, dear sir, yours, faithfully,

H. WERTHEIM.

CONSUL-GENERAL CRAWFORD, ST. PETERSBURG.

UNITED STATES CONSULATE-GENERAL,
St. Petersburg, September 1, 1891.

Hon. JOHN B. WEBER,
Chairman U. S. Emigration Commission,
(Care of U. S. Consulate, Bremen):

SIR: In reply to your confidential letter of July 21, 1891, I take pleasure in communicating the following opinions relative to the questions propounded therein:

1. Nil.
2. Nil.
3. I find no evidence that any such persons are encouraged by the Government to emigrate to the United States.
4. In my opinion it would be effective, easy of application, and free of material expense to have a consular inspection of all such people as are intending to emigrate to the United States. With the thorough police and military systems in vogue in this country it would be an easy matter and practicable, were such a requirement on the part of the United States made, and the same properly advertised in the Russian press, to learn the personal antecedents, habits, and previous life of applicants for admission to the United States. The laws governing military service do not prevent the voluntary escape of subjects thus indebted to this Government. If, however, such people were to apply for a consular certificate, not one of them would be successful, for a notice to the police and military authorities would at a glance bring the reply that such applicants are owing military service and will not be allowed to leave. The passport system does not prevent such from leaving the country, as all such would not hesitate to represent that they are going to some town across the border on some business affair. Thus escaped, they do not return, except from their own choice. The question of contract laborers can hardly be said to touch the question of emigration from Russia. The question of criminals and that of persons liable to become a public charge is vital to the question here. Numbers of such subjects of this Government have a history easy to learn, and which would prevent them from obtaining a consular certificate, as a letter of inquiry sent to the proper authorities of the proper localities would bring an answer making it impossible for the consular officer to grant them certificates of admission to the States.
5. Emigration is discouraged by governmental regulations, although it can not thus be prevented.
6. According to my advices alien paupers and criminals have to make their way among this people the same as Russian subjects. It is not the rule to return them, nor to send them across the border, except in special and extraordinary cases.
7. This evidence you have already in your possession.
8. I know of no such systematic or organized movement.
9. I have been credibly informed that this Government would gladly coöperate with that of the United States to regulate and restrict the emigration of criminals, paupers, and other persons known here as unworthy subjects. I believe there would be essential points of difference between the two Governments in this great question.

CONSUL PIATT, CORK.

CONSULATE OF THE UNITED STATES,
Cork (Queenstown), August 19, 1891.

Answers to questions in circular dated July 21, 1891, numbered according to the questions, respectively:

1. There is no special effort made by steamship companies to encourage emigration to the United States. The emigration here appears to be a natural outflow of the people. The rival companies merely endeavor to secure for their individual lines what proportion of the emigration they can get.
2. There is no such organization, so far as I am aware, in this country. Numerous emigrants, however, go on tickets prepaid by their friends in the United States.
3. Every effort is made by steamship agents to prevent such emigration. I am not aware of any endeavor by public authorities or otherwise to encourage such emigration.
4. I think it would be practicable at this port to apply a system of examination, but it could not be efficiently carried out under about \$1,500 or \$2,000 per annum for employment of experts. I should suggest a system of certification similar to that of the South Australian Government agencies in Great Britain—see inclosure—to be visued by consuls at port of embarkation in any doubtful case.

5. Emigration is not hindered or encouraged. Formerly it was encouraged by poor-law guardians.

6. Alien paupers are sent to workhouses here, and there is no law by which they can be deported, being treated the same as local paupers. Criminal pauper fugitives who come here are under the same category, except where the representatives of their respective countries claim them under extradition. They would not be interfered with unless they broke the local laws.

7. Emigration is regulated by the Board of Trade under the passenger act. Immigrants are free to come; they merely come under the customs laws and quarantine officers.

8. I know of none.

9. I do not. The British Government issues warnings against emigration to any country where their consuls report that it would be dangerous or unfavorable to the welfare of British emigrants to settle.

JOHN J. PIATT,
Consul.

UNITED STATES CONSULATE AT CORK.

Form inclosed by Consul Piatt.

[There is no charge to be made for this form.—This half-sheet to be kept by the applicant.]

QUEENSLAND GOVERNMENT EMIGRATION OFFICES, LONDON.

Directions to be observed by persons wanting free or assisted passages to Queensland; and the conditions on which the passage, when granted, must be understood to be accepted.

DESCRIPTION OF PERSONS ELIGIBLE.

1. The Queensland government grant passages to persons eligible as to occupation and passed at the Queensland Government Emigration Office, on the payment per adult of the amount mentioned at the top of first page, two children of twelve months and under twelve years of age counting as one adult.

2. The class of persons eligible are domestic servants, farmers, farm laborers, vine-dressers, laborers, and their families. By "*laborers*" is to be understood those whose labour has been connected in some way with the land, such as farm servants, gardeners, road-makers, miners, quarrymen, navvies, and the like, and such other persons as the agent-general, with the authority of the government of the colony, deem eligible.

3. All the adults must be capable of labour. The candidates most acceptable are young married couples without children, families with a large proportion of daughters over 14 years of age, and female domestic servants of good character.

4. The separation of husbands and wives, and of parents from children under 15, will in no case be allowed.

5. Single women can not be taken without their parents, unless they go under the immediate care of some respectable married couple, or are willing to be placed under the care of the person appointed as matron on board the ship.

6. No persons, whether adults or children, can be accepted unless they have been vaccinated or have had the smallpox.

7. No applicant will be accepted without decisive certificates of good character and of efficiency in his professed trade or calling.

Certificates of marriage will be required, also extract of the register of birth, or the certificate of baptism, *specifying the age*, for any children under twelve years, or if these can not be procured, a declaration of age, signed before a magistrate, and witnessed by him; *and these must be sent up with the form, all the spaces being carefully filled up, exactly in accordance with these directions.* Declaration forms for age of children may be obtained at the Queensland Government Emigration Office, WESTMINSTER CHAMBERS, 1 VICTORIA STREET, LONDON, but the declaration form must not be used except in cases where the register of birth, or certificate of baptism, specifying the age, can not be procured.

APPLICATION AND APPROVAL.

8. Applications must be made in the form annexed, which must be duly filled up and attested, as explained in the form itself, and then forwarded to the Queensland Government Emigration Office, with an intimation of the probable date it will be convenient for the applicant to embark. *The certificates of birth and marriage as above explained to be sent with the form.*

9. It must be distinctly understood that the filling up the form confers no claim to a passage, unless the candidates are deemed desirable for the colony, and can be accepted consistently with the shipping arrangements at the time the application is made.

10. If approved of, the applicants will receive a passage as soon as arrangements will admit. But no preparation must on any account be made by the applicants, either by withdrawing from employment or otherwise, until they have received answers stating that they are accepted, and have also received notice of the ship in which they are to embark, and of the time and place of joining her.

11. Should it be found that any of the signatures attached to the certificates are not genuine, or that any other deception is attempted, the application will be rejected; or should anyone, on personal examination at the port of embarkation, or on board, be discovered to have made any misstatement whatever, with regard to age, trade, or calling, health, &c., such persons will not be allowed to proceed in the ship. To prevent disappointment, therefore, applicants should be very careful to have their trade or calling and ages correctly stated in their application form.

SUBSEQUENT PROCEEDINGS.

12. If, after arrival at the port of embarkation of persons receiving these passages, they or any of their family are found not to be in a fit state of health to embark, or have any mental or bodily defect likely to impair their usefulness as laborers, or to have left any of their young children behind, or to have brought with them more children than are mentioned in their application form, they can not be received on board the ship, or if embarked must be landed again, without having any claim for a passage.

13. If any persons fail to attend at the appointed time and place for embarkation, or to proceed in the ship, or are rejected for any of the reasons specified in the preceding directions, they will not be able to claim a passage by any future ship, and the money paid will be forfeited.

14. Provisions and medical attendance will be supplied by the ship. Persons must bring their own clothing, which will be inspected at the port by an officer, and all parties are particularly desired to observe that they will not be allowed to embark unless they provide themselves with a sufficient supply for the voyage. The lowest quantity that can be admitted for each adult is as follows:

Outfit of clothing.

FOR MALES.

Two pairs white trousers.
One comb and brush.
Four towels.
Six shirts.
Three sheets.
Six pairs of stockings.
Two warm flannel or Guernsey shirts.
Two pairs of shoes.
Two complete suits of strong exterior clothing.
One pair slippers.

FOR FEMALES.

Two cotton dresses.
One comb and brush.
Four towels.
Six shifts.
Three sheets.
Two warm and strong flannel petticoats.
Six pairs of stockings.
Two pairs of shoes.
Two strong gowns, one of which must be warm.
One pair slippers.

But for each child, nine shirts or shifts, four warm flannel waistcoats, and one warm cloak or outside coat, six pairs of stockings, two pairs of strong shoes, and two complete suits of exterior clothing are required.

SHIP KIT.

15. The articles contained in the subjoined list must be also paid for by persons receiving these passages, but will be supplied to them on their joining the ship. For this purpose they will be required to send up the money named at the top of page 1, to the Queensland Government Emigration Office, on the following scale for each adult:

20-shilling kit.

1 bed and pillow.
1 pair blankets (or rug).
1 pair sheets.
1 wash basin.
1 plate.
1 hat and pugaree.

2 drinking mugs.
1 knife and fork.
2 spoons.
3 lbs. marine soap.
2 canvas bags.
1 brush.

These things, together with the necessary brushes and combs, and clothes brushes for cleanliness, must be provided also by persons receiving these passages. They must not have less than the above outfit, but the larger the stock of clothing the better for health and comfort during the voyage, which usually lasts two or four months, and as the voyagers have always to pass through very hot and very cold weather, they should be prepared for both. Two or three colored serge shirts for men, and an extra supply of flannel for women and children, are strongly recommended.

16. It is desirable that parties should take out with them the necessary tools of their trade. Bulky agricultural implements, however, can not be admitted, on account of their inconvenient size and weight; neither can furniture be received on board. Feather beds are especially prohibited.

17. The whole quantity of baggage for each adult person must not measure more than 20 cubic or solid feet, nor exceed half a ton in weight. It must be divided into two or three boxes, the contents of which must be closely packed, so as to save space in the ship; and the owner's name should be legibly painted thereon in white paint. Large packages and extra baggage will not be taken unless paid for, and then only in case there be room in the ship.

18. Each family will be allowed to take only its own luggage. Any violation of this rule will subject the party to a forfeiture of his passage.

19. On arrival in the colony, all passengers, unless going out under special agreement, will be at perfect liberty to engage themselves to anyone willing to employ them, and to make their own bargain for wages. They will be expected strictly to observe on board the regulations framed with a view to their health and comfort during the voyage.

Letters and applications should be addressed postpaid to the Agent-General for Queensland, Westminster Chambers, 1 Victoria street, London, S. W.

Form for single applicant, Queensland.

[There is no charge to be made for this form.]

This form, when filled up, is to be separated from the preceding directions and returned by book post, prepaid, directed to the local agent, who will forward it to the agent-general for Queensland, Westminster Chambers, 1 Victoria street, London, who will forward all selected emigrants in the ships sailing under his direction for Queensland.

This paper must be kept clean, and will be returned unless filled up exactly according to the directions given. Nothing additional must be written on the form; any remarks the applicant wishes to make must be by letter. No erasure or mutilation must be made.

Amount to be paid for — statute adults, £ — s. — d. — } Total, £ — s. — d. —.
Amount to be paid for — ship-kits, £ — s. — d. — }

Name of applicant.	Age at last birthday.	Amount to be paid.	County where born.	Day and year when born.	State whether vaccinated or had the smallpox.	State religion.	Can the applicant read and write? Say "Yes," or "No," opposite name.	
		Kits.					Read.	Write.
1. Full postal address for letters to find you.... NOTE.—If changed, make known at once.								
2. State here what you are.								

3. If the applicant has been employed in any other way than above, state in what way and how long		
4. What is the longest time you have worked for one employer? Give his name, occu- pation, and address..		
5. Name, address, and oc- cupation of present employer, and the time the applicant worked for him.....		
6. Name and address of the minister of the parish in which the applicant resides		
7. Has applicant been in the receipt of parish relief; and, if so, for how long		
8. Has applicant been out before to any colony; and, if so, to which...		
9. Which port in Queens- land does applicant wish to go to? If no special choice, write "Not particular." Applicant will then be landed where la- bour most in demand.)	Applicants must clearly understand that their contract ticket shows the port to which their passage is arranged for, and that if they de- sire to go to any other port after- wards the expense must be borne by themselves.	
10. If applicant has any relatives or friends in Australia or New Zealand, please state where		

I do solemnly and sincerely declare that all the above statements are true; that I have carefully read, or have heard read, the directions contained in the paper attached to this form, and that in applying for a passage to the colony, I am truly acting in accordance with the spirit of those directions, which I understand to be this: That the privilege of a passage, if granted, will be allowed me on the faith that I really belong to the classes named, am of good character, have never been convicted of crime, and that I have never previously resided in any of the Australian Colonies, and that I proceed to Queensland intending to remain there, and not with the view of going to any other colony; and that in the event of my obtaining a passage to the colony, I hereby undertake to remain in Queensland for at least twelve months from the date of my arrival; and I further declare that I have neither paid nor agreed to pay, for the purpose of obtaining a passage, any fee or gratuity whatever to or for the use of the party through whom this application is made, nor any one else. I also engage to conform to the directions of the appointed officers and to such regulations as may be established for the good government and welfare of all during the voyage; and I pledge myself not to leave the ship until she reaches her destination.

Signature of applicant, ————.

N. B.—Any free, assisted, or nominated emigrant who obtains a passage and arrives in Queensland with the intention of immediately proceeding to another colony, will be deemed to be guilty of a misdemeanor, and be liable, on conviction, to twelve months' imprisonment. Leaving or attempting to leave the colony within three months after arrival will be considered as *prima facie* evidence of the intention.

Immigration act, amendment act of 1887, Section 4.—Any person who arrives in the colony under the provisions of the seventeenth section of the principal act, or as a

free, assisted, or nominated immigrant, having previously resided in any of the Australian colonies, shall be liable, on summary conviction, to a penalty not exceeding £50, with or without imprisonment for any period not exceeding twelve months.

It is particularly requested that no one will sign these certificates unless convinced of the truth of their statements.

Certificate to be signed by present or late employer.

I certify that ———, now residing at ———, has been employed by myself as ———. He is competent in that calling, and of good character, and has never to my knowledge been convicted of crime.

Signature, ———.

Residence, ———.

Post town, ———.

Certificate of a physician or surgeon.

I certify that I have examined the above-named applicant, and that I have known ——— as a resident of this parish for last ——— years, and that ——— is not seriously mutilated or deformed in person, nor has any mental or bodily defect whatever, or in my opinion afflicted with any disease calculated to shorten life, or to impair physical and mental energy. I certify also that ——— has been vaccinated, and is entirely free from any disease usually considered infectious or contagious, and that ——— is capable of labor in ——— calling.

Signature, ———.

Residence, ———.

The surgeon is particularly requested before signing this, to thoroughly examine the applicant and to make any remarks he may consider necessary, as all emigrants are subject to rejection on arrival at the ship. The surgeon is also requested, when signing the form, to state his qualifications.

Certificate of either the magistrate or minister of religion in the parish or neighborhood in which the applicant resides.

I certify that I have perused the foregoing statements, and have no reason to doubt their truth. I further certify, to the best of my belief, that the above certificates are authentic, and that the persons whose signatures are affixed to them are worthy of credit.

Signature of the magistrate, ———.

Residence, ———.

Signature of the minister of religion, ———.

Residence, ———.

CAUTIONS.

1. No payment whatever should be made to any person in respect of application for passages, nor for any papers issued by the agent-general. Local agents have no authority to receive money or to promise passages.

2. The filling up of this form confers no claim to a passage. If approved, applicants should not give up their employment or break up their homes until they receive an order showing when and where they are to embark.

3. If this paper contains any false statements or false signatures, the party will not only forfeit his deposit and all claim to a passage, but also render himself liable, under the "passengers act," to a penalty of not exceeding £50.

4. If upon arrival at the depot, applicants are found to have any infectious disorder, or any bodily or mental defect likely to impair their usefulness, or not to have truly stated their case, they will not be embarked or maintained at the public expense, and will forfeit any deposit they may have paid.

[Printed on left side of sheet.]—This margin must not be cut away.

I, ———, certify that the applicant has been seen by ———, and that ——— is in every way eligible, that ——— is of the occupation and age stated, and ——— know the signatures to the certificates to be genuine.

Agent, Mr. ———.

Address, ———.

Issued ———, 18—.

QUEENSLAND GOVERNMENT OFFICES,
WESTMINSTER CHAMBERS, 1 VICTORIA STREET, LONDON, S. W.

VICE-CONSUL GIBSON, GLASGOW.

Answers by William Gibson, United States vice-consul, Glasgow (in the absence of Mr. Consul Brown in America), to circular by emigration commission of July 21, 1891:

1. So far as I can ascertain only by advertising the rates at which the steamship companies are prepared to carry passengers from the various towns in Scotland to the different points in the United States.

2. Only one case has ever come under the notice of the consulate. Laborers are certainly not engaged openly for exportation to the United States, and I do not think covertly either, unless perhaps to a very small extent. The case referred to happened about two years ago when four men were engaged for "The Sneed & Co., Iron Works" of Louisville, Ky., through a gentleman who was then employed in the foundry of John Law & Sons, Glasgow. The men engaged were ornamental molders by trade. The United States attorney at Louisville is now prosecuting the case.

3. I am not aware that in this district or in Scotland there is any encouragement or aid furnished to the classes of persons mentioned in the question to emigrate to the United States in violation of our laws. There are many apparently undesirable emigrants to the United States pass through this city, but they are not Scotch nor from Scotland. They come mainly from the continent.

4. I think it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls at a trifling cost to each emigrant.

Mr. Consul Brown has definite views as to the original certification to be required, and I have asked him to communicate his views to the commission. It would not, I think, be unreasonable to require certificates from a previous employer of the emigrant, from the proprietor of the dwelling house that he occupied, and from the local magistrate of his district. The information from these sources should enable, or at least very materially aid, consuls to pass upon the eligibility of the intending emigrant. The system would also, I think, help the detection of contract laborers and criminals. There are no laws in this country governing military service.

5. Emigration is encouraged to the British colonies, but there are no laws or regulations either encouraging or hindering emigration to foreign countries.

6. Alien criminals and paupers are not so far as I can learn returned to the country to which they owe allegiance. There are no laws governing their disposal.

7. No laws regulating emigration to foreign countries.

8. No.

9. No.

(a) So far as Scotland is concerned such coöperation would not, I think, be in the interest of the United States.

(b) I do not think there are any points on which the interests of Scotland and the United States clash in the matter of emigration.

CONSUL CATLIN, MUNICH, BAVARIA.

CONSULATE OF THE UNITED STATES OF AMERICA,
Munich, August 3, 1891.

Hon. JNO. B. WEBER,

Chairman Special Commission, United States Treasury Department:

SIR: To the copy of printed questions sent to me by your commission, I send the following answers:

1. I have no knowledge that emigration to the United States is promoted by steamship or other carrying companies.

2. I have no knowledge that any contract laborers are engaged here for exportation to the United States.

3. I do not think that insane persons, idiots, poor persons, or persons afflicted with loathsome or dangerous diseases are encouraged or aided to emigrate to the United States from here by anybody.

Sick and incapable persons in Bavaria must be supported, according to Bavarian laws, by the parishes in which they have their home. Very likely some of the parishes frequently shirk this duty. But while I have heard, for instance, of their furnishing incapable persons with hand organs or music boxes and sending them out

to beg, I have never heard of their furnishing them with a sufficient amount of ready money for an American journey. According to the best information at my command this is never done.

The care of criminals is not quite the same. There is a private society in Munich organized for the care of discharged criminals. Its ostensible object is to give the younger men who have served a term in prison, and whose good behavior is certified to by the prison authorities, an opportunity for another start in life. This may occasionally involve sending them to some foreign country. It very rarely happens that they are sent far, however, owing to lack of funds. At present, I am told, the funds of the society are very low, and little or nothing is being done. Moreover, the criminal class is not large here.

The only instance within my knowledge of an attempt by this society to send criminals to the United States happened in 1887. There were four criminals, and some one of them, or a friend, gave the whole matter away to the consul here. The result was that on arriving in New York they were stopped and sent back.

4, 5, 7. To answer these questions would involve a statement and consideration of the laws of the German Empire on the subject. The peculiar laws of Bavaria do not come into question. As I understand it, these laws of the empire are totally opposed to emigration until after the military age is passed.

Section 140 of the Reichs-Straf-Gesetz forbids emigration to avoid military duty without permission under a penalty of imprisonment for a period ranging between a month and a year. The age for military duty is from the seventeenth to the forty-fifth year. Anyone who aids and assists in a like case is liable to imprisonment for from three months to three years. According to my information these laws amount to a practical prohibition of emigration until after the forty-fifth year is passed, except in the rare cases where permission is given. If so, I should say there would be a good many difficulties in the way of maintaining a system of consular inspection or examination. Such a system would require, I should say, the coöperation of German officials. It would be necessary to have an original certificate of the necessary facts from the mayor or police authorities of the place where the intended emigrant was known. On this, and on seeing and conversing with the person, the consul would have to act, perhaps; or in a proper case, perhaps, other official information might have to be obtained. All this would necessitate the assistance and coöperation of certain local officials, and how it could be brought about, in view of the laws against emigration, I am not well enough informed to be able to give any opinion. Even if a system of consular examination could be carried out, very likely there would be some want of harmony in the action of the local officials and the consul, owing to the fact that, naturally, the local officials would be anxious to get rid of the bad and keep the good at home, whereas the consul would take the contrary view of the matter. It might result after all in his being obliged to trust more to the evidence of his own senses than anything else.

Concerning immigration, the law of the empire of June 1, 1870, in regard to acquiring citizenship, governs, I believe. Citizenship can be granted to foreigners:

(a) If they do not rest under any legal disability according to the laws of their former home.

(b) If they lead moral lives, if nothing unfavorable against them is known.

(c) If they have their own lodging or find a situation or employment in the place where they intend to settle.

(d) If they are able to support themselves and their family.

6. Bavarian laws provide that foreigners can be expelled on various grounds.

(a) Persons who ask support from a parish.

(b) Persons without occupation, if they have no permanent home and are without means.

(c) Persons who have been condemned for the various offenses named in the law.

The minister of the interior can also refuse to admit persons to the kingdom and can expel them therefrom in the interest of the public welfare.

In Munich itself the objectionable classes are very strictly dealt with by the police authorities. There is a general clearing out at frequent intervals. Persons belonging to other parishes in Bavaria are sent there, those belonging outside of Bavaria are sent beyond the border. The result is that objectionable characters are rarely seen here. I have never seen an instance of begging in the streets during my residence here of fourteen months.

8, 9. On these points I can not give any information.

Respectfully,

F. W. CATLIN,
United States Consul.

VICE-CONSUL BRANDT, MARSEILLES.

*Replies to questions on the subject of emigration.*UNITED STATES CONSULATE,
Marseilles, August 3, 1891.

1. The following are the official figures showing the number of emigrants that left Marseilles for the United States during 1890:

Destinations.	Number of emigrants.	
	French.	Other nationalities.
New York	36	4,980
Philadelphia		443
Chicago	1	89
Baltimore		48
New Orleans	3	37
San Francisco	22	9
San Antonio, Tex.		3
Portland		1
Total	62	5,610

Emigration is not promoted to any great degree by the steamship companies or their agents at this port. There are a few "emigration agents," but they can not be said to be very active.

2. To my knowledge contract laborers are not engaged here at all, and I have not been able to find traces of any engagements of this description.

3. Insane persons, idiots, and cripples, paupers, and sick persons are not encouraged or aided to emigrate to the United States; on the contrary, I have had direct proof that such persons experience great difficulty in obtaining passage even as ordinary passengers. As to criminals, it is difficult to give decided information, as these not unfrequently misrepresent themselves. But, knowingly, the companies and agents would not take them.

4. In seaports it would certainly be possible to apply a system of examination of intending emigrants by American consuls, but whether this system would prove efficacious is difficult to say. It would probably clash with the military laws of the country if done conscientiously and in harmony with the authorities (of the country), but only in cases of persons within the military age. It would be necessary for consuls to insist upon intending emigrants producing their "extrait civil," in order to satisfy themselves as to whether applicants were not criminals or other undesirable characters. The system would prove as a check upon emigration of bad characters, but it could not possibly be absolutely preventive. It could be made necessary, too, for all intending emigrants to produce a medical certificate as well as their "extrait civil," and for the whole to be certified to by the consul, after due examination, charging them a small fee. Thus the system would be self-supporting.

5. Emigration of persons sound in body and mind can hardly be said either to be hindered or encouraged here, but public opinion does not favor emigration of any kind. Emigration is certainly not encouraged in anyway by law or regulation; on the contrary, it seems to me that the laws are decidedly intended to hinder emigration as much as possible. In practice this chiefly affects French subjects; but upon referring to table of emigrants, in answer No. 1, it will be seen that out of a total of 5,672 only 62 were French, the rest being chiefly Italians and Armenians.

6. Alien criminals or paupers, after being punished for any act against the laws, are frequently sent across the border, and for this purpose provided with a card, with the route indicated for them to take.

7-8. Emigration from France is not encouraged by the French authorities, and I know of no systematic movement to divert emigration from France to America. A Frenchman, according to French law, can not acquire naturalization, as recognized officially by France, in America without permission from the French Government, if he wishes to act in accordance with same.

Article 17 of the French code civil, modified by the law of June 26, 1889, contains the following paragraph:

"Perdent la qualité de Français: Le Français naturalisé à l'étranger ou celui qui acquiert sur sa demande la nationalité étrangère par l'effet de la loi. S'il est encore soumis aux obligations du service militaire pour l'armée active, la naturalisation à l'étranger

ne fera perdre la qualité de Français que si elle a été autorisée par le Gouvernement Français."

I have further been informed that if a Frenchman emigrates from France without the authority of his Government, and is not naturalized by the age of 21, he is considered a deserter, and is liable to imprisonment upon returning to France. This has already been put into effect. Consequently, in order to be on the right side, a Frenchman must either emigrate at the age of 16, in order to be able to be naturalized by the age of 21, or else obtain permission from his Government, which is not an easy matter.

9. This question is practically answered by the preceding paragraph; in other words, the French Government does not favor emigration, particularly not of sound persons, and therefore coöperation between the two Governments ought not to be a difficult matter if once the severe question of military service be overcome.

ALEX. BRANDT,
United States Vice and Deputy Consul.

CONSUL KELLOGG, STETTIN.

CONSULATE OF THE UNITED STATES,
Stettin, August, 1891.

SIR: In reply to the circular of July 21, permit me to offer for your honorable consideration the following information, which has been gathered from as reliable sources as possible, viz:

1. In 1890 2,500 emigrants were transported by the Hamburg-American Steamship Line, the only passenger line between this port and the United States. As far as can be ascertained, no agents are employed by this line to drum up their passenger business.

2. No contract laborers are engaged here for exportation to the United States. Some years ago a gang of laborers were exported to the Argentine Republic.

3. Those individuals referred to in question No. 3 are not encouraged to emigrate. They are put into institutions provided for them by the local governments.

4. The examination of emigrants leaving this port for the United States is not only practicable, but in view of the large number of Russian Jews now emigrating via Stettin to the United States is highly desirable. The cost of the same could easily be paid out of the fees payable by those examined. Two certificates, countersigned by the United States consul, would cover all points, such as physical, mental, and pecuniary conditions: 1. Certificate stating that the emigrant is possessed of means. This document can in Germany be obtained from the district chairman, gratis. 2. Certificate from a reliable physician at Stettin, and under the supervision of the United States consul, showing that the person in question is of sound mind and body and free from contagious diseases of every kind. This certificate would cost the emigrant about five marks. An official fee of \$2.50 per capita would cover all expenses excepting office rent at those consulates, such as at Stettin, etc., where no office rent is allowed by the Department of State. It would be absolutely necessary to have one or two rooms for the reception of this class of people. This room rent would cost about \$50 per annum, depending of course upon the location.

Last week the steamer *Italia*, of this port, belonging to the Hamburg-American Line, took on board 1,066 Russian Jews, all bound for the United States. Since the Russian expulsatory edict this line has transported 6,000 beings of this deplorable class of emigrants. From reliable sources I learn that all who leave via Stettin intend remaining in the United States; many not only had their tickets for New York City, but also railroad tickets to different points in the West. These tickets are mostly provided by a Jew committee here, who receive financial aid from the larger committees in London, Vienna, Paris, and Berlin. These Russian Jews are chiefly small trades people, possessed of little means, are much below the average in physical development, and perfectly indifferent to personal cleanliness. One could not help from shuddering at the thought that the United States would soon have to suckle such children. The authorities here have allowed very few of this class of people to remain, fearing that they would become public charges. The military law governing military service are, indeed, rigid, but still it would not interfere with consular inspection if properly carried out. As regards the certificate from the Amtsvorsteher, it would eventually be issued by the consul.

6. Emigration is not encouraged. Those persons who have not served their time in the army are kept under surveillance, and as far as possible are kept at home. The military age is from seventeen to thirty-five years, and is graded into regular

service: three years for those who have not passed what is called the "secundar examination." Those who have passed this examination serve one year. Next comes the "reserve force," "Landwehr," and lastly the "Landsturm." The essential feature as regards the law governing emigration is found in a condensed form in the within inclosure.*

6. Alien criminals and paupers are allowed to remain here until they receive notification from the police to leave the country. These notifications simply state that the persons therein named are no longer welcome, or, as the German expression puts it, they have made themselves "unlieb." No one but the ministerium knows the literal meaning of the word "unlieb." In case the parties have no funds with which to leave on, the police authorities furnish them with the necessary means, and are content with sending them across the border. Street begging is prohibited, and all law breakers are unwelcome guests.

7. There are no special laws regulating emigration. The emigration laws are under military control.

8. No.

9. In my opinion the German Government would perhaps be willing to coöperate with our Government as regards those emigrants who have not served in the German army; the result of such a coöperation would only be detrimental to the United States.

It is to be hoped that you will favor this consulate with a visit, as I would be glad to talk over this very important question of emigration to the United States.

I have the honor to be, sir, your obedient servant,

JAMES KELLOGG,
United States Consul.

CONSUL PUGH, PALERMO.

CONSULATE OF THE UNITED STATES,
Palermo, Italy, October 13, 1891.

To the honorable Chairman and Members of the Special Emigration Commission, Washington, D. C.:

GENTLEMEN: Having only within the last few days returned from a two months' leave of absence, during which time your communication of July 21 has lain upon my table, I now hasten to give you such information as I have been able to acquire. It may be stated, however, that prior to the notice of the appointment of your commission I had endeavored to learn all the circumstances of emigration and emigrants from this place, and to that end had addressed certain inquiries to the prefect of Palermo, the questore (chief of police), and the agents of various steamship companies, but have been unable to learn anything in connection therewith; and it may be further stated that all emigrants from Sicily go to Naples by local steamers and there embark for their destinations, and the steamship agents have shielded themselves behind this fact.

The following is submitted as the best information obtainable from all sources:

1. No inducements are known to be extended by agents of steamship companies

* Rules concerning legitimization papers for the German emigrant to follow.

Passports or emigration documents are not absolutely required. Papers serving to identify are sufficient, as baptismal and marriage certificates, military papers, etc., but under all circumstances a passport is preferred.

Minors, males as well as females, under 21 years of age, who are not accompanied by their parents or guardians, must bring a written permission of the latter to emigrate. The signature of father or guardians shall be certified by local authorities.

Male persons from 17 years and over must have a passport to go abroad in case they are not provided with a certificate of rejection or reserve of the second class.

Military men on leave of absence, also such as belong to the reserve, the marine reserve, or to the land defense of the first call, must show either a written permission of the Landwehr district command, a foreign passport, or an emigration document.

Those belonging to the land defense of the second call (also all discharged after completion of military service in the army and land defense or practiced reservists after the expiration of their reserve term of service) do not need any special permit to emigrate except in case of war or imminent danger of war, but are obliged previous to their leaving for America to notify to that effect the respective military authorities, and have to show that such a notice was properly given to him.

The persons formerly belonging to the reserve of the second class heretofore are assigned to Landsturm of the first call, and as such they do not require a permit to emigrate just as the Landsturm of the second call, or person with rejection documents, but they must show their military papers.

JOHANNSEN & MÜGGE,
Representatives of Hamburg-American Packet Stock Company.

except the arguments indulged in by every agent, of higher wages, more employment, better living, etc., in the United States.

2. Contract labor is not engaged openly; and if covertly, in such manner as has not been detected.

3. The class of persons mentioned in this interrogatory are never aided financially by the Government, nor are they encouraged to emigrate except as they may be facilitated in obtaining passports by the authorities.

4. Unquestionably it would be practicable and a most wholesome regulation, in my opinion, to apply a system of compulsory examinations of intending emigrants by American consuls, and that no emigrant should be permitted to land in the United States in the absence of a consular certificate as to such examination, with approval thereof. The cost of such system would necessarily vary according to the circumstances of each consular district. At this place, where the province is large and the people capable of more deception than any other place on earth, it could not be properly done at a less expense than \$2,000 per annum. An examination at the consulate, except as to age, etc., would rarely be of practical benefits, but should be made by a person employed for the purpose, at the homes of intending emigrants, which in this district are largely in the interior. In reality the majority of emigrants from this district are from the rural districts, but they live almost wholly in small towns and hamlets; and from these small towns in the interior emanates a large majority of Sicilian crimes and criminals.

Each intending emigrant must obtain from the *tribunale penale* (criminal court) of the province in which he lives a certificate that there is no criminal charge against him, which must be presented to the *questore* (chief of police), who issues to him a passport, and no one is permitted to embark on board ship for emigration in the absence of this passport.

The effects of the local requirement as to passports are destroyed by persons presenting themselves for certificates under assumed names; the records examined for that name, no charge of course found, and the certificate granted, and by this means criminals of the deepest dye obtain certificates as well as those persons whose characters are really good. It is also believed that, in order to free the community of notoriously bad characters, the authorities issue such certificates under the assumed name, even though the person applying is well known.

In this the consular examination is most essential, for the reason that existing local requirements do not prevent the emigration of criminals, as is unfortunately too well known, and has no effect whatever on the old and decrepit class nor those afflicted with contagious or loathsome diseases, the latter of which prevails to an alarming extent.

The province of Palermo is by far the largest in Sicily, embracing a population at the last census of 699,151, all of whom must obtain certificates at the *tribunale* in this city, but as the birth of each person is recorded, and if married that certificate is also recorded, each intending emigrant should be required to present his certificate of birth and marriage to the consul, under such regulations as he may prescribe, for the purposes of identification and locating his residence; then the consular employé could at once go to his place of residence, making his investigation there, thus learning the real person and actual character.

Then, again, this would bring all intending emigrants before the consul, which would disclose all instances of old age, decrepitude, and many of disease which go to make up the "undesirables." Such examinations throughout the district would be the cause of the expense; but while the Treasury fees collected at this consulate are far in excess of that amount, the question of expense should not be considered for a moment if the desired effects could be realized.

5. Emigration or immigration is only intended to be hindered by the regulations established within the military age, viz, between the ages of 21 and 39 years.

6. Alien criminals are treated in all respects as resident criminals, while alien paupers are unknown; those who are likely to become paupers never come to this country—the home of pauperism.

7. The passport requirement above mentioned is intended to prevent those from emigrating between the ages of 21 and 39 years, but, in anticipation of military service, the passport is never granted to able-bodied young men between the ages of 15 and 21 years, in order that no young man may escape military service.

8. Nothing of the nature of inquiry No. 8 obtains here.

9. The Italian Government would not coöperate with that of the United States in the restriction or regulation of emigration, except in so far as it concerned her able-bodied men between the ages of 15 and 39 years, and, as Italy would be unwilling to part with her subjects during the age of man's greatest usefulness as workmen, no reason is known why a coöperative system could be of interest to our Government, and it therefore follows that the interests of the two governments would clash for the two essential reasons that Italy would not willingly lose those of her people

who would make useful citizens in the United States; and that she would only consent to give up to us such of her subjects as in no event should be permitted to put foot on American soil.

I have the honor to be, yours, very truly,

HORACE C. PUGH,
United States Consul.

CONSUL SHEPARD, GOTHENBURG.

CONSULATE OF THE UNITED STATES OF AMERICA,
Gothenburg, Sweden, August 11, 1891.

Hon. COMMISSIONERS:

I hand you herewith such information and thoughts as I have on the subject of your inquiry in relation to emigration to America, and which I hope may not be found wholly devoid of pertinency and interest.

I have purposely avoided mention of Sweden and Gothenburg, and I mean *only* Sweden by "this Kingdom," and "this country," not including Norway, which might perhaps be embraced in the former term.

It will be your loss if you do not have an opportunity to see this very beautiful land at this time of year. But you undoubtedly understand that we have less to fear of bad emigrants from Sweden and Norway than any other places.

Were this my country it would be a sorrowful picture that is seen at the wharves here every Tuesday and Friday, when from 300 to 1,000 of the most healthy, hardy, temperate, and industrious of the Kingdom's young men and women leave home and native land for a country they have learned to regard as fairer and better than this.

I will thank you now for a copy of your report when it is issued. Wishing you complete success in discovering a preventive of our national poisoning, I am,

Yours, very truly,

CHARLES H. SHEPARD,
United States Consul.

Our immigration problem.—Reply to inquiries of Commissioners' circular from London.

Answer to first question. I am assured that only the sending out of circulars or small pamphlets stating the alleged superiority of the different steamship lines is now practiced.

Answer to second question. Nearly one-half of the 30,000 emigrants to America from this port annually go on tickets purchased in and sent here from the United States by persons who are supposed to be their relations and friends already there. The average age of emigrants from here is about 25 years, and there are twice as many women as men. It is probable that employment has been secured for some of them, but hardly in the form of contract.

Answer to third question. There is no doubt that many criminals and paupers have in years past been assisted to emigrate, sometimes by their friends, sometimes by committees of citizens, and often by Government authorities. They claim that it is done very little now.

Answer to fifth question. Males between 20 and 40 years, and who have not performed their military service, are required to get permission from the Crown to emigrate in addition to the pastor's certificate, which must be had by all persons who go as emigrants by lines of transportation which have here licensed agents. A pastor's certificate is obtained by the intending emigrant from the church where he was born and "written," or the church where he is at the time written—and every native has to be written, with his whole history, in the church where he resides—stating the place and date of his birth, etc., and such certificate must be sent to the ticket agent, who thereupon issues a contract for the passage, which being indorsed by a police magistrate the emigrant may emigrate. All this is required chiefly that the Government may know where its people have gone, that it may not afterward be hunting for them for service or for taxes. All these preliminaries will have cost the person owing military service about \$5. This seems like guarding their escape pretty carefully; nevertheless, *any* person can go on board a steamer or train and pay a

passenger fare to the nearest foreign port, at a cost of two or three dollars, and there get an emigrant passage.

Answer to sixth question. They are sent to the countries to which they belong.

Answer to seventh question. Emigration laws of this country are mainly what I have stated under question 5, and such as guard the emigrant in his contract with the transportation companies.

Answer to eighth question. No, presuming this relates to Russian Jews.

Answer to ninth question. The people of this country who intend to remain here and who are supposed to represent the feelings of those in authority would be very glad if all emigration could be stopped. But they don't know how to accomplish it.

On (a) and (b) of this question you will undoubtedly get from our most well-informed minister to this country all that can possibly be learned.

Answer to fourth question. Early in the year, when it seemed probable that consular certification would be a provision of the present law, I gave the matter some serious thought and was glad it was not put in the act. I thought it would be anything but agreeable business for consuls to manage, and that if they did their duty it might become very unpleasant. I knew, of course, that all our consuls were brave men, and would willingly assume and heroically discharge any responsibility lawfully put upon them, but I feared many of them might feel extremely uncomfortable at times, knowing that they stood directly in the way of scores of convicts and outlaws trying to reach the American "asylum of the oppressed." I felt, too, that the best people "would be likely to sympathize with the criminals in such cases and might call on the consuls in great numbers to beg that the unfortunates might be given another chance in a new, wild country, away from their old associates and bad records, just, for instance, as eminent men and women in Massachusetts and other American States will often petition for the pardon of the most beastly murderers. And I didn't feel sure that consuls might not sometimes be tempted by bribes, as well as bullied by threats, to fail to see a thing or two. And I was somewhat apprehensive that, if there were a consular fee attached, possibly one out of twelve might try to "feather his nest," considering the very small salaries our Government pays its consular servants. But as I have studied the matter in the longer days and greater light, and got better acquainted with the people, the country, and its laws, I have come to think that my gloomy views of the subject last February may have been largely delusive fancies. I see, too, the difficulties in the way of a satisfactory execution of the present law, and the amount of sentiment and criticism for party purposes that can be worked up at home when a pauper or a criminal is turned back from our shores and has had a chance to tell a pitiful story, to be exaggerated and magnified by willing space writers on pathetic lines.

If no emigrant to America could leave a foreign port by any responsible conveyance, nor be permitted to land there without a consular certificate based upon sufficient proof that he was acceptable to our laws, then it would seem that the difficulties of the situation had been met and largely mastered. The intending emigrant would then have to demonstrate here, at his home, where it could be done if anywhere, his fitness for reception there. And if he could not go, he could not arrive, nor be sent back. There would be no hardship to the applicant, and if he were "blackballed" for cause he would be likely to keep quiet about it and keep on with his usual business, in prison or poorhouse.

In this kingdom I think a system of consular certification would be practicable and could be made efficient. The original certification, on which consuls would largely depend, would come from pastors of the churches where applicants were born or might be living, and where all natives must be recorded, with all their bad deeds and circumstances. These pastors are appointed by the Crown and are officers of the State as well as of the church, and their certificates are received in the courts of all countries. It would be practicable to require the intending emigrant to produce such certificates covering his whole life. The consular certificate should embrace all the essential facts of the pastor's certificate, a physical description of the applicant, and his signed and sworn statement on any other points raised by our laws. Everything prior to the delivery of the certificate to the emigrant in person might be done by correspondence, and the application and pastor's certificate should remain in the consulate one month, and longer if necessary to investigate any suspicions, before the applicant should be informed by mail that a consular certificate was granted, subject to approval of the person when he applied to sign and receive it.

As all this would be done by mail, until the delivery of certificate to the emigrant when ready to leave the country, one consulate would be as convenient as another for him to write to, and the work of investigation and certification might thus be confined to few consulates, and those on lines of travel from the several countries.

Probably 99 of every 100 emigrants to the United States from this country go from this port, and there would, therefore, be no need of providing for consular certification at more than this consulate. The number of emigrants from here in recent

years has averaged about 30,000, the larger number going in warm season, but somewhat in all the year. To conduct such a system here would, I think, require an American vice-consul, who should receive a salary of \$2,000; a deputy consul, under the vice-consul, who should be a native and understand also the English language, and he could be hired for \$1,000 a year; then there should be as many clerks as needed who speak both languages, at perhaps \$500 a year each. If a doctor were needed he would cost another \$1,000. And rent and printing and postage and other contingencies might require another \$1,000. If there were four clerks, this would be an expense of \$7,000. And I should hope the consul might have more than \$1,500. Call the total expense \$8,000. To provide for this there should be a Treasury fee of \$1 for each certificate. I think duplicates of all certificates issued should be kept in consulates, and a summary of the same—numbers, names of persons, etc.—be forwarded each day to the emigration officer at the ports where the emigrants would arrive. And especially would I suggest and urge that such consular certificates for emigration should be on strong paper and folded in case or covers so as to be easily preserved, and that they should be required to be produced to the courts with applications for naturalization. They would be worth vastly more than they could cost if given without fee, for preventing naturalization before the completion of a legal residence in our country.

I am aware that this has become a long paper, but is an important subject, and if I have been able to throw one ray of light on it I shall consider myself well paid for all trouble.

Yours very truly,

CHARLES SHEPARD,
United States Consul.

CONSUL FOX, FALMOUTH.

UNITED STATES CONSULATE,
Falmouth, August 1, 1891.

JOHN B. WEBER, Esq.,
Chairman Special Commission Immigration
(Care of United States Consul, Bremen):

SIR: I have the honor to acknowledge receipt of your communication of the 21st ultimo, and beg herewith to append my replies to the questions asked. I would say that my answers apply only to my own districts and convey the best information I can glean.

1. No steamship or other carrying companies promote emigration from this neighborhood except by the ordinary posters and pamphlets sent to their local agents.
2. I am not aware of any contract laborers being engaged openly or covertly for exportation to the United States.
3. No such encouragement or assistance are given. The people who emigrate from Cornwall to the United States are the cream of the population, being active and energetic men for the most part.
4. No examination of intending emigrants would be practicable or advisable in Cornwall. No steamers sail from Cornwall to the United States. Most of the emigrants from this country go to Liverpool to embark.
5. Emigration is neither hindered nor encouraged by local law or regulation.
6. Aliens and criminals are punished in the county at the cost of the local rate-payers.
7. The laws affecting emigration are the same for the entire United Kingdom.
8. No.
9. No.

I remain, sir, very respectfully yours,

HOWARD FOX,
Consul.

CONSUL METCALF, NEWCASTLE UPON TYNE.

UNITED STATES CONSULATE,
Newcastle upon Tyne, July 31, 1891.

JNO. B. WEBER, Esq.,
Chairman Special Commission, United States Treasury Department.

DEAR SIR: I have the honor to acknowledge receipt of your circular of 21st instant, relating to the subject of immigration to the United States.

In reply I beg to say that few emigrants go from this district to the United States; therefore any data relating to the subject of emigration are quite unimportant and limited. However, I inclose brief replies to your questions so far as practicable at this writing.

I am, sir, your obedient servant,

HORACE W. METCALF,
United States Consul.

Emigration to the United States.

Answer No. 1. No inducements held out or assistance received.

Answer No. 2. No contracts made here. Agents for steamship companies are instructed by their principals not to make contracts and there are no agencies for that purpose.

Answer No. 3. No encouragement given to such classes; no aid rendered; on the contrary, they are warned not to go.

Answer No. 4. It would appear impracticable to adopt a system of consular examination of intending emigrants in this district, as those booked here by agents of steamship lines embark at Liverpool, Glasgow, etc. The ports of embarkation would seem to be more practicable places for consular examination if the system is adopted.

Answer No. 5. It is entirely a matter of free will with persons to go or stay; no hindrance or encouragement by law or regulation.

Answer No. 6. Alien criminals and paupers stand on the same footing as natives; they are not returned to their own country.

Answer No. 7. Agents sign a contract with the passenger in accordance with the provisions of the passenger act, the substantial features of which relate to food supply, space, and privileges.

Answer No. 8. No.

Answer No. 9. No.

CONSUL FAIRFIELD, LYONS.

CONSULATE OF THE UNITED STATES OF AMERICA,
Lyons, France, August 13, 1891.

Hon. JOHN B. WEBER,
Chairman Special Commission, etc.:

SIR: In response to your confidential circular upon the subject of emigration, I beg leave to reply to the questions, submitted in their order, as follows:

1. So far as I know, all parties going to the United States from Lyons and vicinity use the Compagnie Générale Transatlantique, via Havre. This company has a passenger and freight agent at Lyons; but I have never heard, and have no reason to believe, or even suspect, that this agent encourages emigration to the United States. Judging from the whole number of reported emigrants from France to the United States, I judge that probably not much more than 200 annually emigrate from this consular district to our country. In nearly all cases of which I have personal knowledge the emigrants have gone as second-cabin passengers, with the intention either of establishing a particular business or of joining relatives already in America. That the company to which I have referred are not pushing emigration to any country is evinced by a fact which I have on good authority, that they sometimes have demanded indemnity against loss in case they should be required to bring back those whom they have carried over.

2. The only case of which I have had knowledge, where Frenchmen have emigrated from this district under contract, was that of those skilled dyers who were employed to introduce into our country a new process of dyeing. I have not even heard of any other case of emigration under contract, and have no reason to believe that there has been another.

3. I have no knowledge of any such occurrences; and do not believe that anything improper has been done in this direction.

4. I can think of no effective method which would not involve considerable time and expense. A commissioner of emigration could occupy his whole time in some of the consular districts; and in some more than one such would be required. Cer-

tainly the consul in this district could not add this to his other labors, so as to make it effective, unless he had authority to employ a special assistant, whose salary and traveling expenses would be \$1,500 or more. When it is borne in mind that this district has more than three times the population and more than three times the territory of the State of Massachusetts, it will be easily seen that unless the consul depended simply upon the official certificate of some mayor or judge he could not guard against the emigration of any of the forbidden classes; and the theory being that paupers and criminals emigrate with the connivance of these very officers, their simple certificate would count for but very little. As to the age of emigrants, the consul could require a certified copy of the registry; and as to military service, the official seal of the general of the division, attesting the fact that the person proposing to emigrate had performed the military service required, would be sufficient. Anything short of this would be inadequate; and for a consul officially to approve the emigration of those held to military service would not be thought of. His exequatur would be recalled at once.

5. I know of no law of France encouraging emigration; and of no law hindering it, except the one affecting those of the proper age for military service.

6. I do not know. The consul-general or the United States minister could no doubt answer these questions.

7. Reply the same as to No. 6.

8. I do not.

9. The United States minister may answer for me.

(a) A treaty between France and the United States by which each country should agree to keep its paupers and its criminals of every class at home would, I think, be of advantage to the United States—not that France has more of either, but because there is much more tendency of emigration towards our country than away from it.

(b) I know of none except the prohibition to leave France before spending from one to three years in the army. That prevents young men from emigrating at an age most favorable for them, and most of advantage (if they are young men of good character and habits) to the country to which they go. I do not think the years which they spend in the army profitable to them in fitting them for citizenship and home life in the United States.

Very respectfully, your obedient servant,

EDM. B. FAIRFIELD,
United States Consul.

CONSUL RICE, LEGHORN.

UNITED STATES CONSULATE,
Leghorn, Italy, September 15, 1891.

Hon. JNO. B. WEBER,

Chairman of Special Commission,

United States Treasury Department, Bremen, Germany:

SIR: In reply to your confidential circular dated July 1, 1891, I beg to state the following:

The emigration from this consular district is very insignificant; the provinces of Lombardy, Piedmont, and Venice furnish the greater number of the temporary emigrants, while most of the permanent emigrants are from the provinces of Cosenza, Potenza, and Salerno, in the vicinity of Naples.

There are no emigration agencies here, and most of the emigrants for foreign countries embark at either Genoa or Naples; and some go from Marseilles and Havre, and a few even from German ports.

Emigration is not encouraged by the Government, and is in some instances prohibited, as was the case a few months since with Brazil.

I have only been able to receive to-day the official statistics from the Government authorities at Rome for the year 1890, and herewith inclose the pamphlet, which gives full information on the subject,

I am, sir, your obedient servant,

WILLIAM T. RICE,
Consul.

P. S.—The inclosure above mentioned, being too voluminous, has been sent under separate cover.

(Pertinent extracts translated from the inclosure referred to are herewith appended.—Commissioners W. and K.)

STATISTICS CONCERNING ITALIAN EMIGRATION INCLUDING 1890.

The Italian emigration can be divided in two classes, temporary and permanent. To the first belong those who go abroad to look for work for a longer or shorter period; to the other belong those who go to foreign parts for an indefinite space of time to find employment without any deliberate thought of return. The statistical researches were made by the ministers of agriculture and of the interior, with the following results:

General emigration movement from 1869 to 1875, according to researches of the ministry of interior.

Year.	Permanent emigration.	Temporary emigration.	Clandestine emigration.	Total.
1869.....	22,201	83,565	14,040	119,806
1870.....	16,427	83,588	11,444	111,459
1871.....	15,027	96,384	11,068	122,479
1872.....	140,680		5,585	146,265
1873.....	139,860		11,921	151,781
1874.....	91,239		17,362	108,601
1875.....	76,095		27,253	103,348

Emigration from 1876 to 1890, according to researches made by the ministry of agriculture and commerce.

Year.	Permanent emigration.	Temporary emigration.	Total.	Year.	Permanent emigration.	Temporary emigration.	Total.
1876.....	19,756	89,015	108,771	1884.....	58,049	88,968	147,017
1877.....	21,087	78,126	99,213	1885.....	77,029	80,164	157,193
1878.....	18,535	77,733	96,268	1886.....	85,355	82,474	167,829
1879.....	40,824	79,007	119,831	1887.....	127,748	87,917	215,665
1880.....	37,934	81,967	119,901	1888.....	195,993	94,743	290,736
1881.....	41,607	94,225	135,832	1889.....	113,093	105,319	218,412
1882.....	65,748	95,814	161,562	1890.....	104,733	112,511	217,244
1883.....	68,416	100,685	169,101				

While the temporary emigration has averaged about 90,000 during the period of twenty-two years, and reached the maximum of 112,511 in 1890, the permanent, or emigration proper, has averaged about 20,000 until 1878, and running to the highest figure, 195,993, in 1888, according to the statements of the syndics (mayors).

The provinces which mostly contribute to the temporary emigration are those of Venice, Piedmont, and Lombardy. The permanent, or emigration proper, draws its largest contingent from southern Italy, Liguria, or some territories of the province of Cosenza, Potenza, Salerno, Avellino, Campobasso, and Catanzaro, as well as from some provinces of upper Italy, which also largely contribute to the temporary emigration. Emigration from Emilia is insignificant. In Tuscany and Umbria it is sporadic. None from Sardinia.

SEX AND AGE.

Emigration of males is larger than that of females and of adults more than of children. In the triennial period of 1888-'90 we find that males constitute from 87 to 90 per cent of the whole temporary emigration and from 65 to 72 per cent of the permanent. Children under 14 constitute from 17 to 25 per cent of the permanent emigration.

PROFESSIONS AND TRADES.

From the temporary, as well as permanent emigration for 1890, we find that agriculturists were 90,720, or 47 per cent of the total emigration from 14 years of age and over; general laborers, journeymen, 44,037, *i. e.*, 23 per cent; masons and stonecutters, 24,292, *i. e.*, 13 per cent; tradesmen and artisans, 14,255, about 8 per cent. These classes all together give a sum total of 173,304, *i. e.*, 91 per cent of all the emigrants, men and women, over 14 years of age. The agriculturists relatively give a larger contingent to American immigration than to European States. It is the opposite with skilled laborers, such as masons, miners, stonecutters, and others who are found everywhere on the continent employed in various capacities.

Destinations of emigrants in 1890.

Country.	Number of emigrants.	Per cent.	Country.	Number of emigrants.	Per cent.
Austria	31,241	14.47	United States and Canada	48,019	22.25
Hungary	6,946	3.22	Mexico and Central America	926	0.43
Switzerland	10,707	4.96	Brazil	16,233	7.52
France	29,310	13.58	Chile and Peru	3,334	1.54
Belgium and Holland	150	0.07	Republic Dela Plata Argentine Republic	41,352	19.16
Germany	15,215	7.05	America (without distinction of States)	3,163	1.46
Great Britain and Ireland	842	0.39			
Scandinavia	138	0.06			
Russia	251	0.12			
Spain and Portugal	380	0.18			
Servia, Romania, Greece, and Turkey	3,630	1.68	Total for America ..	113,018	52.36
Europe in general without distinction of States ..	1,449	0.67			
Total for Europe ..	100,259	46.45			

RETURNED.

The following is a list of returned back to Italy during the years 1887-1890, according to statistics of the ministry of the navy. Those returned as first and second cabin passengers are not considered as returned emigrants. They are rather simply tourists or travelers:

Year.	From Plata.	From Brazil.	From the United States.	From Peru.
1887	14,517	317	3,000	129
1888	19,998	1,136	6,086	75
1889	26,173	3,668	4,734	101
1890	51,001	1,619	2,859	44

CONSUL-GENERAL BOURN, ROME.

CONSULATE GENERAL OF THE UNITED STATES OF AMERICA,
Rome, Italy, July 30, 1891.

JNO. B. WEBER, Esq.,

Chairman of Commission, etc.:

(Care of United States Consul at Bremen, Germany.)

DEAR SIR: In reply to your confidential circular of the 21st instant, I will say that there is no emigration from the consular district of Rome to the United States, and therefore I can not give you any information under the questions marked 1, 2, 3, and 8.

4. I think it practicable to adopt an effective system of examination of intending emigrants by American consuls, and that not only the entire cost of maintaining such a system can be met by fees collected from such intending emigrants, but that the same can be made a source of revenue to the United States sufficient to pay all the expenses of their emigration bureau. No person can emigrate from Italy by sea without a passport from the Government, which is not granted to those within the military age. The emigration of criminals can be prevented by requiring from each intending emigrant a certificate from the proper judiciary authority that no criminal charge has ever been made against him. A full record is kept in the courts of the criminal condition of every person that has been brought before them. This record is kept both in the place where the charge is made and in the place of the person's birth.

5. The Government of Italy is not favorable to the emigration of Italian subjects and places many obstacles in the way of their emigration.

6. Alien paupers are sent by the police authorities to the nearest border.

7. This information has been furnished at various times by the different United States consuls in Italy to the Department of State at Washington. I have none of the laws in my office.

9. As I have before said, the Government of Italy is not favorable to the emigra-

tion of its subjects, but the extent to which it would be likely to coöperate with the United States, in the matter of regulating and restricting emigration, can only be ascertained by correspondence with the Government through our diplomatic officers.

Very truly yours,

AUGUSTUS O. BOURN,
Consul-General.

CONSUL PALMER, DRESDEN.

UNITED STATES CONSULATE,
Dresden, July 31, 1891.

JNO. B. WEBER, Esq.,

Chairman Special Commission, United States Treasury Department:

DEAR SIR: I beg to acknowledge the receipt of circular letter of your commission dated July 21, 1891. The emigration to the United States from this consular district, as far as there are any means of obtaining accurate information in regard thereto, is very small, probably not averaging over a couple of hundred people per annum, and they are mostly members of families already established in the United States. Under these circumstances the competition between the carrying companies is reduced to a minimum, and their agents profess to exercise the closest inspection in all cases, and not to accept applicants where there is any chance of their being returned by the United States authorities.

There is no evidence obtainable that improper persons, criminals, et al. are aided by the Government or societies to emigrate to the United States.

A system of examination might be adopted by consuls without expense to the Government, and every emigrant be obliged to produce a certificate signed by a United States consular officer from the district where the emigrant resides, that he had satisfied this officer of his ability to comply with the laws of the United States. Each case would demand special examination, and the consular officer would require sufficient evidence before giving the certificate.

Emigration is neither encouraged nor hindered by the authorities except in case of those liable to military duty.

Alien criminals and paupers arriving in Saxony are usually sent back to the border from whence they came.

Any regulations or restrictions of emigration from Saxony would be a matter to be considered by the Imperial authorities at Berlin.

I am, sir, very respectfully yours,

AULICK PALMER,
United States Consul.

VICE CONSUL VIAL, NICE.

Replies to questions on emigration.

UNITED STATES CONSULATE,
Nice, France, ———.

1. There are in my consular district no direct lines to the United States, and emigration is not promoted by any carrying companies.

2. No official bureau of emigration is established in the department, and therefore statistical information relating thereto is not obtainable; further, there are no emigration agencies through which contract laborers could be engaged openly or covertly for exportation to the United States.

3. After diligent inquiries, I do not find that criminals, insane persons, idiots, etc., are encouraged or aided to emigrate, either by relatives, societies, or Government authorities. The Government never banishes paupers, insane persons, or idiots. As far as practicable such people are assisted, and when utterly dependent and homeless, are placed in special asylums. As to hardened criminals, they stay, when at large, under the supervision of the police, and after a certain number of convictions, are sent to special criminal settlements, as Guiana, Caledonia, etc.

4. There would be, in my opinion, a very simple way for the United States to select emigrants: It would be not to accept them in the United States ports without a passport bearing the visé of the consul of the district they start from. This visé should not be given without stringent inquiries in every respect about the fitness of the emigrant. The cost of these inquiries would not be very large in France, where there are so few emigrants; but it would perhaps be rather high in some other countries.

5. Emigration is not hindered or encouraged by law or regulation. The French Government interposes no legal obstacles to emigration; but its influence and spirit are openly against it, except for Algeria or French colonies.

6. Alien criminals or paupers, when excluded from the territory of the Republic by sentences of police courts, and other criminal courts, or by administrative decisions, are generally returned to the country to which they owe allegiance.

7. I do not know for my district any special regulations for emigration or immigration. As to laws on this subject, the French Government interposes no obstacles for emigration or immigration.

8. There is certainly no systematic movement here to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country.

9. Having no direct communication with the French Government, I can not have any idea of the feeling of the said Government on the subject.

ALEXANDER VIAL,
Vice-Consul.

COMMERCIAL AGENT LOOMIS, ST. ÉTIENNE.

Emigration.

1. Emigration from this part of France is not promoted by steamship companies or other interested agencies; indeed the total emigration of Frenchmen from France to the United States does not exceed 5,000 a year, and that fact alone answers question 1. As this is a great mining and manufacturing community I would know of it if there were any considerable emigration movement among the laboring classes.

2. The engaging of laborers by contract is probably limited to the demand from Paterson, N. J., of a score of men each year, who are skilled workmen in the silk industries. The skilled workmen who emigrate from this part of France are an excellent class of men and will add to the wealth of the nation.

3. There is no aid given by the authorities in the seven departments composing this district to insane persons, paupers, criminals, or invalids who desire to emigrate, nor are there any societies for stimulating emigration of either a good or bad character.

4. I deem the plan of consular supervision and certification proposed by Mr. Henry Cabot Lodge in House bill 12209, in its second session of the Fifty-first Congress, both effective and practicable. But in addition to the educational qualification I would require a slight property qualification, as the French Government does, say \$40 for adults and \$15 for children. The cost of this additional consular service would be determined, of course, by the volume of emigration. But I should say that the work could be done well and at a slight expense by simply multiplying consular agents, so that the consul could have some one in every commune, of responsibility, with whom to correspond. It would be possible to make the French notaries "corresponding agents" for this class of business, and a notary would supply all the necessary information concerning an intended emigrant for a fee of \$1, which the emigrant could be made to pay. Indeed, all the increased expenses of consular supervision of emigration could easily be placed upon the emigrant himself, and even then he would not be subjected to a tax of more than \$5. It is comparatively easy, in most European countries, to learn a man's whole record.

5. The French laws are practically neutral on the subject of encouraging or hindering emigration, but they do not permit agents to make misrepresentations to would-be emigrants.

Nos. 6, 7, 8, and 9. I am not prepared to answer those questions.

FRANCIS B. LOOMIS,
United States Commercial Agent.

VICE-CONSUL ORDONNAUD, COGNAC.

UNITED STATES CONSULATE,
Cognac, France, July 31, 1891.

1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.

We know that there are a great many emigration agencies in Paris, Bordeaux, Nantes, Lyons, Marseilles, but we don't know of any in our consular district. These companies stimulate very much the emigration with promises, which they can not often fulfill. From here very few emigrate, as our country is rich enough to nourish all its inhabitants.

2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies, and for what classes of employment.

Emigrants are often compelled to sign engagements (contracts), which, in assuring to them a minimum yearly salary, obligates them to stay five, ten, or fifteen years abroad, as the case may be, and often being satisfied with their new life they establish themselves on their own accord.

3. The extent to which criminals, insane persons, idiots, and others defectives—paupers, or persons likely to become a public charge, and persons afflicted with loathsome or dangerous diseases—are encouraged or aided to emigrate to United States, in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.

We have never heard that committees, societies, or others encouraged the emigration of persons alluded to in the third question. To the contrary, we have often seen the Government, through its organs, the journals, try to make them understand that it is useless, even dangerous, to go without means or without a well-founded situation. Misery and discouragement is often the lot of such improvident people. Since a few years the Government of the French Republic tries to the contrary, to stop the emigration to United States, being desirous to divert the current to its own colonies, which are in want of hands.

4. Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls or officers under their jurisdiction, together with the probable cost of maintaining such a system if adopted. In connection with this last inquiry, it will be important to ascertain what original official certification will be required to enable consuls to pass upon the eligibility of the intending emigrants, whether detection of contract laborers or criminals will be materially improved, and to what extent, if any, the laws governing military service would prevent emigration of those within the military age by any system of consular inspection.

The idea of examining by the United States consuls, previous to leaving, into the moral and pecuniary state of the emigrants is excellent and will produce, I believe, very good results. It will be very easy for the consular officers to get information through the mayor of the commune where the applicant belongs. It is impossible for us to estimate the cost of the system if adopted; but the demand for information and inquiry will necessitate certain expenses, and we think that the sum must be a large one.

We think that the following papers should be required: Record of birth, which gives the exact age of the petitioner, and will also inform whether he has completed his military duty and his judicial paper which will establish his moral qualifications.

5. Is emigration hindered or encouraged by law or regulations; and if so, what classes in respect of age and condition are affected?

There is no law either prohibiting or encouraging emigration from France.

6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance, or sent across the border? If so, what are the substantial features of the laws or regulations governing their disposal?

Vagabonds (tramps) and alien criminals are arrested and brought to the border of their country or to the nearest place to it when the land he comes from does not touch France. The decrees of expulsion are made either by the prefects or by the minister of interior. Paupers are returned home on their demand by the consuls.

7. Please furnish, also, the substantial features of laws regulating emigration or immigration, if any in the country where you are stationed.

We don't know of any law regulating emigration or immigration in France.

8. Do you know of any systematic or organized movement to direct emigration from European countries to America of any class of emigrants alleged to be excluded from their own country?

We know that the French Government encourages emigration to its own colonies,

and grants to these emigrants certain small favors, such as gratuitous passage on ships.

9. Do you know of any points in the matter of regulating and restricting emigration, on which the Government of the country in which you live would be likely to coöperate with the United States?

(a) On what points do you think such coöperation would be to the interest of the United States?

(b) On what points, if any, do you think the interests of the United States and the Government of the country in which you live clash in the matter of emigration?

We can not answer this question.

M. ORDONNAUD,
United States Vice-Consul.

CONSUL ATWELL, ROUBAIX.

COMMERCIAL AGENCY OF THE UNITED STATES,
Roubaix, France, August 24, 1891.

HON. ADAM E. KING,
Consul-General of the United States, Paris:

SIR: After a thorough investigation of the subject embodied in the questions transmitted to me for the use of the United States Special Commission of Emigration, I have the honor to report as follows:

Nos. 1, 2, and 3. There has never been an organized effort in this district to promote emigration, and there are, therefore, no laws with regard to it. There is a certain amount of emigration, chiefly to the Argentine Republic. That to the United States is limited to individual cases, few in number, and representing skilled workmen, including weavers, spinners, dyers, and designers.

No. 4. It would be practicable for the American consul to obtain from every intending emigrant a certificate of good character and a statement of his means from the town authorities.

No. 5. No laws governing the matter.

No. 6. Criminals are escorted across the border.

No. 7. No laws.

No. 8. No.

No. 9. In the absence of a movement of this nature the subject has not called for special legislation.

General remarks.—The manufacturers of the district jealously guard the secrets of their trade and individually discourage emigration by refusing to reemploy those who have left their service to seek employment abroad.

I am, sir, your obedient servant,

W. P. ATWELL,
United States Commercial Agent.

CONSUL GRELLET, ALGIERS.

CONSULATE OF THE UNITED STATES OF AMERICA,
Algiers, Africa, August 7, 1891.

HON. ADAM E. KING,
United States Consul-General, Paris:

SIR: I have the honor to acknowledge the receipt of your letter dated July 27, referring to emigration. In reply must say—

1. That there is no emigration taking place from Algiers to the United States.

2. That with respect to emigration and immigration, Algeria is governed by the laws of France, with but one exception—regarding immigrants from Spain—who are not allowed to land in the colony without producing a pass signed by a French consular officer in that country. This measure has been especially adopted to prevent the landing of Spanish criminals who escaped from the "presidios" of their native land and willingly sought refuge in this country.

I am, sir, your obedient servant,

CHAS. T. GRELLET.

CONSUL BENNETT, NANTES.

CONSULATE OF THE UNITED STATES OF AMERICA,
Nantes, July 30, 1891.

HON. ADAM E. KING,
Consul-General of the United States, Paris:

SIR: Referring to your note of July 25, I beg to say that the emigration from this consular district to the United States is extremely limited, and confined exclusively to individual efforts; there is no organized movement of the kind. In fact, there is no direct communication between the United States and the ports of this consular district. St. Nazaire, Lorient, and Brest have more or less regular steamship communication with Havre and Bordeaux ports of embarkation serving the interests of this section.

I am, sir, your obedient servant,

H. D. BENNETT,
United States Vice-Consul.

CONSUL ROOSEVELT, BRUSSELS.

CONSULATE OF THE UNITED STATES OF AMERICA,
Brussels, Belgium, August 3, 1891.

JNO. B. WEBER, Esq.,
Chairman of Special Commission, United States Treasury Department:
(Care of United States consulate, Bremen, Germany.)

DEAR SIR: In reply to your communication dated July 21, 1891, I have to say that Brussels being an inland city, and only one hour distant by rail from Antwerp, the principal shipping port of Belgium, and port of departure of all vessels sailing to the United States, very few, if any, Belgian subjects emigrate to the United States from this city. While the rarity of emigration from this place makes the application of any system of examination almost unnecessary, I am strongly in favor of applying a system of inspection at ports of departure for the United States in order to shut out bad emigration. Where such inspection is enforced no consular fees should be connected with it. Persons intending to emigrate to the United States from Belgium usually leave from the port of Antwerp. Many Belgians, however, emigrate in the first instance to other European countries, especially to France, and from there to America.

The Belgian Government has recently passed a law regulating the manner by which Belgian emigrants shall be treated on railways and steamships while in transit through or from Belgium, but as to the matter of Belgians emigrating, it is entirely neutral. So far as I am enabled to learn, emigration is entirely free and voluntary, and is not stimulated or encouraged by transportation companies, societies, individuals, or associations of any kind at Brussels.

I do not think there are any assisted emigrants leaving Brussels for the United States. I have not heard of any attempt to evade our law prohibiting the importation of laborers under contract. It might be possible that contract laborers are sent from this city to the United States, such a contract being a violation of our law, it may well be supposed that all relating to it would be conducted with the utmost possible secrecy, and would therefore be very difficult to discover.

I am informed that alien criminals and paupers, when found in this city, are at once sent across the border.

In order to fully answer the questions contained in your letter of July 21, 1891, it will be necessary to obtain the information from the Government authorities. As a consular officer, I am prohibited from corresponding with the Government of the country in which a diplomatic representative is stationed.

Hon. Edwin H. Terrell is the United States minister at Brussels.

I am, dear sir, very respectfully yours,

GEO. W. ROOSEVELT,
United States Consul.

CONSUL JOHNSON, KEHL.

UNITED STATES CONSULATE,
Kehl, September 1, 1891.

Hon. John B. Weber, chairman, and member special commission, United States Treasury Department:

SIR: I beg to submit within inclosed my report on emigration to the United States from Alsace-Lorraine, as required by your confidential dated at London, July 21, 1891.

The questions have been answered as closely as possible. The Government officials decline to give the desired information on several topics, as required in your circular, viz, 4, 7, 8, and 9.

Trusting that my report will prove satisfactory, I am, sir, your obedient servant,
E. JOHNSON, *Consul*.

Report on emigration from Alsace-Lorraine to the United States of America, in conformity with request contained in a "confidential letter" of members special commission, United States Treasury Department, dated at London, July 21, 1891.

1. Emigrants for the United States are forwarded by railway to Bremen, Antwerp, or Havre, by two emigration agents in Strasburg, who have their subagents in several places of the country; from those ports they are forwarded in steamships of the North German Lloyd, Red Star Line, French emigration steamship lines, and others, including lines to Canadian ports. The contracts for passage generally include fare to seaports and places of destination in the United States. There are on an average 800 to 1,200 emigrants annually forwarded to America from Alsace-Lorraine. From the beginning of the year up to date about 226 persons have emigrated to America, with Government certificates of leave, viz, 17 male and 5 female heads of families and 606 single persons. Of these 37 were under 14, 192 between 14 and 21, 42 were 21 years of age or older (males); 20 under 14, 8 from 14 to 21, and 21 were 21 years of age or older (females). It is probable that more persons have emigrated without certificates of leave or discharge. Statistics of them can not be obtained as the latter class generally does not apply to the home emigration agents, but obtain their tickets direct from the respective steamship companies; this does not include passengers in the second class of steamships who emigrate without declaring their intention to do so.

2. The engagement and forwarding of contract laborers for the United States is prohibited, and would be severely punished by the German authorities if known. There is no agency known to accept this class of emigrants.

3. Emigration passes are granted by the German authorities, and it is supposed that criminals, insane persons, idiots, paupers, or persons with diseases are not excepted.

4. The supervision of all emigrants should be conducted by the consul in whose district the emigrant resides, as all particulars of him can be got by his mayor, from his birth until he leaves the country. If the emigrant agents were required by law to produce to the consul a certificate, under the seal of the mayor, the character and other qualifications required by the United States could easily be ascertained through the consul. This way of procuring the most desirable information of all intending emigrants and a required countersigning of the mayor's certificate by the consul would be a check on all illegal emigration to the United States. This certificate should be presented and countersigned by the officers of the steamship on which passage is made, the ship to hold the certificate and deliver it, together with the immigrant, to the immigration authorities in the United States, thus affording triple guaranty, viz:

(1) The home authorities' certificate, which is countersigned by the consul, approved or rejected.

(2) By the emigrant delivering the certificate to the official of the vessel.

(3) By the delivery of certificate and immigrant to the authorities in the port of disembarkment in the United States.

Thus it will be seen that the responsibility of the emigrant has a commencement and an end, which could be made effective by a law that any vessel entering an American port with emigrants should have this joint certificate of character. To effectually do this, positive instructions should be given to all consular officers not to certify to any emigrant outside of their consular district, for the reason that every consul is capable of procuring the information in his district of the standing and fitness of an emigrant to enter our ports. If the emigrant is not of his district he can obtain no positive knowledge of him, and the responsibility then remains with the consul, as it should do.

(5) Emigration is not desired, but not directly prevented by the German Government.

(6) Criminals and paupers as a general rule are returned to the country to which they owe allegiance after they have atoned for crimes or offenses committed in Alsace-Lorraine.

(7) The old French laws of July, 1860, concerning emigration are yet in force, according to which nobody is permitted to do any business in this regard without the authorization of the Government of the country. License is required, and the

amount and quality of security defined by an administrative law; also the circumstances under which such licenses may be withdrawn, and the responsibilities of emigration agents. Emigration societies or agents have to give their bail (security) in cash, or bonds to the amount of 15,000 to 40,000 francs. Guarantors may be obliged to pay within two weeks the total amount of their bail, or part of it; if no payment ensues, they can be prosecuted by the minister of the finances. All agents are responsible for the actions of their subagents. All emigrants must be provided by their agents with a copy of the contract, showing the name of the emigrant, his citizenship, the place of his intended destination, and the terms of contract agreed upon.

(8.) There is no systematic or organized movement known in Alsace-Lorraine purposing to divert immigration from European countries to America of any class of emigrants.

(9.) The difficulties attending the objectionable classes of emigrants to America could only be obviated by the above consular regulations, viz: A certificate of the consul in whose district the person or family lives, as this at once identifies them and makes the steamer responsible for taking the emigrant to America. Criminals, lunatics, idiots, and all undesirable people flock to the seaports for various reasons, and there take a vessel for America, and all vessels that can sell them a ticket and think that they can pass them at our ports readily accept them, and this is naturally encouraged by the authorities in order to rid the country of this scourge. The above-referred-to supervision would compel emigrants to procure their papers from their home authorities, thus enabling the consuls to prevent the admission of undesirable characters in the United States.

The geographical position of consular districts is well known to our consuls-general, who, I am confident, would second a movement to more positively define the boundaries of districts under their supervision, as frequently questions of this character occur in regard to invoices and other consular business.

E. JOHNSON,
Consul.

UNITED STATES CONSULATE,
Kehl, Germany, September 1, 1891.

CONSUL-GENERAL MAXON.

CONSULATE-GENERAL OF THE UNITED STATES,
Frankfort-on-the-Main, August 18, 1891.

JOHN B. WEBER, Esq.,
Chairman Special Emigration Commission, U. S. Treasury Department:

DEAR SIR: I have duly received your confidential circular of July 21, and have hoped that your committee or some part of it might be able to visit Frankfort, but having heard nothing further from you I conclude that you have found it impracticable to pass this way, and therefore submit the following reply to some of the interrogatories comprised by your circular:

Frankfort is not in any sense an emigration city. It is wealthy and prosperous. The poor form a very small proportion of the population, and such of that class as are really deserving are admirably provided for by the excellent poor system that is in practice here. This being an inland city, there is no gathering here of emigrants for embarkation, and the few persons who actually emigrate from here to the United States are nearly or all of the better, independent class, who go for business reasons. I can not ascertain that the steamship companies make any undue effort to obtain steerage passengers from this district, and as a matter of fact they obtain very few. All the leading German and Belgian lines have agents here, but their efforts are directed much more toward obtaining first and second class passengers and freight than emigrants.

Frankfort is not, therefore, a favorable point for obtaining most of the special information that your circular contemplates.

But I have been personally a long time in the consular service, as consul at Basle, Switzerland, and Marseilles, in France, where there was a large emigration to the United States, and I have very positive opinions about the necessity and entire feasibility of a consular supervision of emigration to our country. The following is, in my opinion, the most obvious and practicable method:

Every emigrant before being permitted to land in the United States should be required to present a certificate issued by the Oberbürgermeister (mayor) of the village or commune in which he had last resided, declaring officially when and where the bearer was born; his trade or profession; whether married or single; if married,

how many children and the name, sex, and age of each; whether or not the bearer has ever been convicted of crime, or whether he or his wife or children have ever received public alms or assistance. The certificate should state that the bearer is in good mental and bodily health, capable of earning a livelihood, and has the permission of the government of which he is a subject. Every emigrant above 18 years of age should be required to present such a certificate and in case of women it should further declare that the bearer has no illegitimate children and is not a prostitute.

Such a certificate issued by the burgomaster, who has the record of every citizen of his village or commune under his hand, should be presented personally by the intending emigrant to the United States consul of the district for verification. If the consul is satisfied with the appearance and credentials of the applicant he will authenticate the signature of the burgomaster or Amtsrichter with his name and official seal. If not satisfied he may specially investigate that particular case, and act in accordance with the facts that he may discover. For this service the consul might be authorized to charge a nominal fee, say \$1, which would pay the cost of any special arrangements which might need to be made to meet this additional service.

I have no knowledge of any effort being made by local governments in this district to send paupers or criminals to the United States. I do know, however, that the German Imperial Government is in spirit and principle opposed to the emigration of its subjects to any country, and I am confident that it would gladly coöperate with our Government by instructing its local officials to exercise thorough vigilance and care in issuing certificates to German citizens who seek to obtain passage to the United States.

This system would, I am confident, work admirably in France, Switzerland, and Germany, where the birth, parentage, and entire career of every citizen are matters of strict public record, and every important fact in a man's life is readily accessible to the officers of the city, village, or commune in which he lives. The adoption of such a plan would add something to the labor of United States consuls, but in my opinion every capable and patriotic consul of the United States will gladly undertake such additional labor for the sake of protecting the Republic from the swarm of ignorant, vicious, and undesirable emigrants that Europe has so long poured upon our shores.

I am, gentlemen, very respectfully yours,

FRANK H. MAXON,
Consul-General.

CONSUL GRINNELL, MANCHESTER.

UNITED STATES CONSULATE,
Manchester, August 31, 1891.

HON. JOHN B. WEBER,
Chairman Special Commission, U. S. Treasury Department, Bremen:

SIR: Referring to your circular of date London, July 21, and to the valuable hints given me by Hon. Judson N. Cross, of your commission, during his visit to this consulate on the 31st ultimo, I have the honor to inclose—

1. Original letter from Mr. Leach, of the important forwarding firm of Swan & Leach, of Manchester, London, Liverpool, etc.

2. Mr. Jacob Higson's (J. & P. Higson) concise replies to the questions of your circular.

To these I need only add that, from nine to ten years' residence in Lancashire and Yorkshire, I am convinced of the not only unobjectionable, but beneficial character, of the class of emigrants hence to the United States, within the very moderate bounds now existing and current.

I am, sir, your obedient servant,

WILLIAM F. GRINNELL,
United States Consul.

A gentleman having in his interests as chief of a firm of civil and mining engineers upward of 30,000 workmen in his more or less direct employ, both here and in the United States, and often facilitating their transfer to the latter country, has been so good as to give me, in a personal interview, full answers to your queries, which I epitomize below, seriatim.

WILLIAM F. GRINNELL,
Consul.

1. I have never known the steamship companies to do anything (beyond public advertisement) to promote emigration to the United States.
2. No contract, either openly or covertly.
3. There is no sending of criminals or imbeciles from here.
4. Could with consular inspection, but no need for it here.
5. Neither for the "States."
6. Kept in prison. No.
7. No laws regulating emigration, only to keep steamers in order, properly to feed and lodge emigrants.
8. No.
9. No; no need.
- a, b. Emigration to the United States is only influenced by friends on the other side.

J. H.

[Inclosure No. 1.]

MANCHESTER, August 19, 1891.

WM. F. GRINNELL, Esq.,
United States Consul, Manchester:

SIR: With reference to the interview you honored me with yesterday and to the circular letter you then showed me, I beg to submit the following remarks upon each of the numbered paragraphs:

1. The steamship companies and their agents promote this business to the best of their ability.

2. No such case has ever come under my notice. Generally the emigrant is one seeking to better his position, and, unless he has friends on the other side, does not know where he is going to settle down.

3. The steamship companies have in their instructions to agents, which are renewed every year, a clause expressly forbidding any persons to be booked who might become a burden to the authorities on the other side from any cause, and latterly great stress has been laid on this particular paragraph, and agents have been warned that if the cost of carrying back from the United States of a rejected emigrant is incurred through their fault they will be held responsible. In addition to this you will be aware that a doctor, employed by the board of trade, is in attendance upon every vessel carrying passengers before she is cleared, to prevent any one obviously ill atempting the journey.

4. Only by having your own representative at every port to inspect the passengers on every ship.

4 a. We can not offer any remarks here.

5. Generally speaking, the Government of this country would rather see emigrants proceeding to our own colonies than to the United States. Seeing that in every post-office in the land a quarterly sheet is displayed giving information in a succinct form about work and wages in our colonies, with a view of directing attention to those lands, I think I may say that our Government, though passive in the matter, does not encourage emigration to the United States.

6. All are admitted and are equally free to leave the Kingdom.

7. Practically there are no laws.

8. This does not apply to England.

9. We can only say that, as there exists a very cordial feeling between the Court of Saint James and the Government at Washington, any representation your Government might make would be very carefully considered.

I have the honor to be, sir, your very obedient servant,

W. H. LEACH.

CONSUL HEATH, CATANIA.

UNITED STATES CONSULATE,
 Catania, July 29, 1891.

Mr. JNO. B. WEBER, *Bremen:*

DEAR SIR: From my consular district there is practically no emigration; the people here are a hard working peasant class, perfectly contented with their position and with no desires for new fields.

Perhaps 20 people leave this part of Sicily during the year for the United States, and they go on board ship at Palermo.

As far as Italy is concerned, the ports of departure for emigrants are practically two: Palermo for Sicily and Naples for continental Italy.

The ports of departure for emigrants in Europe are all large shipping ports, and the consuls at these places could not very well make efficient inspectors, because they already have sufficient other business to attend to, but at other consulates, where the emigration does not exceed a few hundred persons per annum, the consuls could probably be made efficient inspectors of persons and records.

It is my opinion that, to prevent the class of emigrants not wanted from starting on their journey to the United States, inspectors should be appointed to reside in the principal ports of departure, paid by salaries, not fees. These principal ports of departure in all Europe are less than twenty.

To assist matters, the intending emigrant should be made to produce certain evidence in writing, filled in and certified to by the town or city authorities.

Undoubtedly the steamship companies, and especially the agents on commission, hold out all kinds of flowery inducements to attract passengers, and that probably three-quarters of the emigrants from Italy to the United States are *persuaded* to emigrate.

Yours, truly,

CHARLES HEATH,
United States Consul.

CONSUL WILLIAMS, ROUEN, FRANCE.

JULY 25, 1891.

JNO. B. WEBER, Esq., *Chairman :*

SIR: Your communication, dated July 21, 1891, reached me by last mail. I hasten to reply that I appreciate fully the important work of your commission and desire to assist to the extent of my power. I believe that reliable answers to your queries can not be obtained otherwise than by my personal inspection of the class of emigrants who enter on shipboard from the port of Boulogne-sur-Mer, which is in my consular district.

I do not feel authorized to visit Boulogne-sur-Mer for this purpose, but felt inclined to call the attention of the Government to it and request permission to do so at the expense of the Government.

If you desire this information and feel authorized to thus depute me to obtain it, I will comply with your request.

At all events I will do all in my power to obtain the information, but know of no other plan by which I would be able to vouch for its accuracy.

Yours respectfully,

CHAS. P. WILLIAMS,
United States Consul.

Report upon emigration from this consular district.

On my return from a visit to my consular district last year, I called the attention of the Department of State to the fact that a considerable emigration from Boulogne-sur-Mer came under my observation, and asked for instructions which would enable me to inform myself concerning the character and condition of proposed emigrants. To this request I have received no response. I can therefore give no reply to the questions as to the extent to which criminals, etc., are sent out, as the most careful inquiry by me personally made could not elicit the information. In the dispatch referred to I stated that a very small proportion of the emigrants were of French origin; the statistics herein contained bear me out in this assertion. The emigrants are frequently placed on board of the steamship lying in the roads at night, as the ship varies in her hours of touching at this port. French law does not favor emigration nor do French people incline to it.

I presume that the more favorable terms offered by the Netherlands-American Steam Navigation Company induced emigrants to take that route. So long as the company was paid and the emigrants gave them no trouble in landing, they cared little about their antecedents or future. It is perfectly practicable to institute a medical examination, as also such inquiry as would lead to the detection of pauper and criminal candidates.

I should consider that this work could not be thoroughly done for less than \$2 per head. The percentage of cabin passengers from Boulogne-sur-Mer is very small, so insignificant, in fact, that the entire list could be safely treated as emigrants.

The carefully prepared list of passengers arranged according to nationality hereto annexed will throw much light on this subject.

CHAS. P. WILLIAMS,
United States Consul.

ROUEN, FRANCE,
August 11, 1891.

AUGUST 11, 1891.

To the United States Special Commission of Emigration, care of the consul-general of the United States at Paris:

GENTLEMEN: On receipt of the letter of your chairman, followed by that of the United States consul-general at Paris, I repaired to Boulogne-sur-Mer, the only port from which emigration to America takes place, and instituted such inquiries as would enable me to give you the desired information. It is necessarily incomplete, but clear in this particular, that the proportion of French emigrants is small, and that the antecedents of the others is past finding out, except by some organized and systematic procedure.

I am at your service for all information procurable by me. I will attend you at Paris, if you desire, and I can do so at any time which you might designate.

I am, gentlemen, yours, respectfully,

CHAS. P. WILLIAMS,
United States Consul.

Passengers embarked at Boulogne-sur-Mer, on board the steamships of the Neerlands-American Company, for New York:

Date.	Name of steamer.	Destination.	Tonnage, net.	Passengers.
1889.				
June 23	Amsterdam	New York	2,650	30
29	Vendam	do	2,223	16
July 7	P. Caland	do	1,861	45
13	Rotterdam	do	2,351	32
21	Edam	do	2,266	42
27	Oldam	do	2,653	27
Aug. 4	Amsterdam	do	2,650	69
10	Vendam	do	2,223	72
18	P. Caland	do	1,867	69
24	Rotterdam	do	2,361	67
Sept. 1	Edam	do	2,266	104
7	Oldam	do	2,353	89
15	Amsterdam	do	2,650	79
22	Vendam	do	2,223	65
29	P. Caland	do	1,867	58
Oct. 6	Rotterdam	do	2,361	98
13	Edam	do	2,266	62
20	Oldam	do	2,656	71
27	Amsterdam	do	2,650	66
Nov. 2	Vendam	do	2,223	43
10	P. Caland	do	1,867	40
16	Rotterdam	do	2,361	67
24	Edam	do	2,266	98
30	Oldam	do	2,653	63
Dec. 7	Amsterdam	do	2,650	100
14	Vendam	do	2,223	49
25	P. Caland	do	1,867	32
28	Rotterdam	do	2,360	25
1890.				
Jan. 12	Edam	do	2,266	55
14	Oldam	do	2,653	17
28	Amsterdam	do	2,650	42
Feb. 8	Rotterdam	do	2,361	72
16	P. Caland	do	1,867	32
23	Werkendam	do	2,667	48
Mar. 4	Oldam	do	2,653	58
12	Amsterdam	do	2,650	41
15	Maasdam	do	2,729	94
23	Rotterdam	do	2,361	39
29	Spaarndam	do	3,244	171

Date.	Name of steamer.	Destination.	Tonnage, net.	Passengers.
1890.				
Apr. 6	P. Caland	New York ...	1,847	37
12	Werkendam	do	2,667	41
20	Amsterdam	do	2,650	31
26	Maasdam	do	2,729	48
May 4	Rotterdam	do	2,361	42
10	Spaarndam	do	2,948	13
18	Werkendam	do	2,667	36
25	P. Caland	do	1,670	23
June 1	Amsterdam	do	2,429	33
7	Oldam	do	2,390	23
11	Maasdam	do	2,576	19
15	Rotterdam	do	2,172	38
21	Spaarndam	do	2,968	38
29	Werkendam	do	2,400	37
July 6	Veendam	do	2,577	55
13	Amsterdam	do	2,429	56
19	Oldam	do	2,490	36
23	Maasdam	do	2,576	33
27	Rotterdam	do	2,172	30
Aug. 3	Spaarndam	do	2,948	46
10	Werkendam	do	2,400	68
17	Veendam	do	2,577	96
24	Amsterdam	do	2,429	75
31	Oldam	do	2,390	122
Sept. 3	Maasdam	do	2,576	50
7	Rotterdam	do	2,172	68
11	P. Caland	do	1,867	26
18	Zaandam	do	1,994	14
18	Spaarndam	do	2,948	79
21	Werkendam	do	2,400	75
28	Veendam	do	2,577	191
Oct. 5	Amsterdam	do	2,429	94
12	Oldam	do	2,390	118
17	Maasdam	do	2,576	28
20	Rotterdam	do	2,172	52
26	Spaarndam	do	2,948	78
Nov. 2	Werkendam	do	2,400	67
8	Veendam	do	2,577	127
16	Amsterdam	do	2,429	102
23	Oldam	do	2,390	74
27	Maasdam	do	2,576	8
29	Rotterdam	do	2,172	53
Dec. 13	Werkendam	do	2,400	112
28	Amsterdam	do	2,420	77
1891.				
Jan. 3	Oldam	do	2,390	75
12	Maasdam	do	2,576	59
18	Rotterdam	do	2,172	56
26	Spaarndam	do	2,948	42
Feb. 1	Werkendam	do	2,400	54
7	Veendam	do	2,577	51
14	Amsterdam	do	2,429	55
21	Oldam	do	2,390	84
Mar. 1	Maasdam	do	2,576	96
8	Rotterdam	do	2,172	95
14	Spaarndam	do	2,948	121
22	Werkendam	do	2,400	196
29	Werkendam	do	2,577	136
Apr. 5	Oldam	do	2,390	98
11	Maasdam	do	2,576	199
19	Amsterdam	do	2,429	177
25	Spaarndam	do	2,948	339
May 2	Werkendam	do	2,400	112
7	Rotterdam	do	2,172	101
10	Veerndam	do	2,577	106
16	Oldam	do	2,390	70
20	Didam	do	1,770	19
24	Maasdam	do	2,576	79
31	Amsterdam	do	2,429	57
June 7	Spaarndam	do	2,948	190
13	Werkendam	do	2,400	43
21	Rotterdam	do	2,172	198
27	Oldam	do	2,390	81
July 2	Didam	do	1,770	27
5	Maasdam	do	2,576	96
12	Amsterdam	do	2,429	73
15	P. Caland	do	1,867	78
18	Spaarndam	do	2,948	61
25	Werkendam	do	2,400	60
	Total			8,300

Number and nationality of emigrants from Rouen from June 23, 1889, to May 4, 1890.

Italians	1,400
Syrians	400
Armenians	275
Greeks	70
French	90
Germans	40
Swiss	50
Alsatians	40
Russians	300
Poles	
Japanese	
Spaniards	
Americans	
Austrians	
Roumanians	
Canadians	
Belgians	
Luxembourgians	
Turks	
Cyprians	
Maltese	
Brazilians	
Danes	
Total	2,665

Number and nationality of emigrants from Rouen from May 10, 1890, to January 12, 1891.

Italians	1,300
Syrians	500
French	250
Germans	130
Armenians	100
Swiss	30
Russians	30
Alsatians	30
Hollanders	30
Austrians	250
Americans	
English	
Egyptians	
Greeks	
Belgians	
Spaniards	
Poles	
Total	2,650

Number and nationality of emigrants from Rouen from January 18, 1891, to July 19, 1891.

Italians	1,150
Syrians	800
French	190
Swiss	190
Germans	80
Greeks	80
Armenians	80
Alsatians	30
Belgians	40
English	80
Austrians	200
Americans	
Canadians	
Russians	
200 Montenegrans	
Luxembourgians	
Turks	
Spaniards	
Roumanians	
Total	2,920

CONSUL WAMER, COLOGNE.

The number of emigrants from this consular district is very small in comparison with the number emigrating from other parts of Germany. According to the officially published statistics by the German Imperial bureau the total number of persons that emigrated from Germany in the year 1890 amounted to 91,925, of which 85,112 are put down as having emigrated to the United States. From the Rhineland, which embraces the consular districts of Cologne, Crefeld, Barmen, and Dusseldorf, the number emigrated amounted to 4,037, or 87 to every 100,000 of the total population of the Rhineland. Of the 4,037 emigrated, 3,789 went to the United States.

The agricultural, and not the industrial, districts of Germany furnish the largest number of emigrants, and hence the small number leaving this district which is chiefly industrial. I am inclined to believe that the reason for this is that the workmen engaged in the industries can not save sufficient means out of their slim earnings to enable them to emigrate; whereas the small farmers can always raise not only sufficient means to take them to the United States, but to carry ready money with them. This class of emigrants is very desirable, and certainly of great pecuniary loss to Germany.

The following table may be interesting as showing the number of emigrants to every 100,000 from the various provinces of Germany:

Provinces and States.	1890.	Provinces and States.	1890.	Provinces and States.	1890.
East Prussia.....	101	Hohenzollern	258	Reuss, young line	172
West Prussia.....	753	Wurtemberg	294	Mecklenburg-Schwerin ..	193
Brandenburg and Berlin...	108	Baden	217	Mecklenburg-Strelitz ..	197
Pomerania.....	542	Hesse	215	Oldenburg	283
Posen	630	Alsace-Lorraine	59	Brunswick	77
Silesia	53	Kingdom of Saxony	75	Anhalt	36
Saxony	57	Saxe-Weimar	87	Schwarzburg-Lippe	89
Silesia-Holstein	328	Saxe-Meiningen	106	Lippe	79
Hanover	262	Saxe-Altenburg	69	Lubeck	107
Westphalia.....	99	Saxe-Coburg-Gotha	100	Bremen	540
Hesse-Nassau	168	Schwarzburg-Sondershausen	154	Hamburg	324
Bavaria:		Schwarzburg-Rudolstadt	107	Waldeck	144
Right bank of Rhine ..	162	Reuss, old line	108		
Left bank of Rhine ..	146				
Rhineland	87				

Emigration is voluntary, but every male person, after the completion of the seventeenth year and up to the completion of the twenty-fifth year, who is liable to military duty, can not leave the Empire without giving satisfactory reason to the authorities that he does not leave for the purpose of avoiding military duty. He is required to report himself on the day he is called out, and if he fails to show himself he is condemned in his absence to fine or imprisonment. I don't believe that either the Government authorities, societies, or committees engage in aiding criminals or any other undesirable persons to emigrate to the United States. As to relatives assisting such persons to the United States, I am unable to say. I believe that the contract-labor law is frequently broken, but to what extent, I am not prepared to say.

With reference to the examination of intending emigrants by American consuls I believe that some good could be accomplished, and more so if the Government officials would coöperate with the consuls. But it is hardly to be expected that the Government would engage in any system by which it would get rid of its best people and retain its worst element.

It seems to me that one way in which the consuls could learn something about intending emigrants is to require them to produce testimonials as to their previous history, character, etc., either from creditable persons or local officials (or both) at the places of their residence, and to whom the consuls could afterward apply for any further information desired. No person in Germany is given employment without possessing some sort of testimonial. These examinations would certainly require considerable extra work on the part of the consuls for which they ought to be paid.

I have the honor to be, sir, your obedient servant,

WM. D. WAMER.

MR. JOHN B. WEBER,
Chairman Special Commission to Investigate
European Immigration to the United States.

P. S.—Alien criminals after serving their time in jail are expelled from Prussia by sending them across the border. The same disposition is made of alien paupers.

CONSUL AMGIER, RHEIMS.

1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.

Answer. None, to my knowledge, in this consular district.

2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies, and for what classes of employment.

Answer. None whatever, to my knowledge, in this consular district.

3. The extent to which criminals, insane persons, idiots, and other defectives—paupers or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases—are encouraged or aided to emigrate to the United States in violation to our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.

Answer. Not at all.

4. Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls, or officers under their direction, together with the probable cost of maintaining such a system, if adopted.

(See close of reply to inquiries for answer to this.)

In connection with this last inquiry, it will be important to ascertain what original official certification will be required to enable consuls to pass upon the eligibility of the intending emigrant, whether detection of contract laborers and criminals will be materially improved, and to what extent, if any, the laws governing military service would prevent immigration of those within the military age by any system of consular inspection.

5. Is emigration hindered or encouraged by law or regulation; and, if so, what classes in respect of age and condition are affected?

(See close of reply to inquiries for answer to this.)

6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance, or sent across the border; and, if so, what are the substantial features of the laws or regulations governing their disposal?

Answer. Only in the most desperate cases are alien criminals sent to the frontier. Ordinarily alien criminals are treated like the native criminals. I don't know the law governing their disposal.

7. Please furnish also the substantial features of laws regulating emigration or immigration, if any, in the country where you are stationed.

Answer. Don't think there is any; if there is, am unacquainted with it.

8. Do you know of any systematic or organized movement to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country?

Answer. There is certainly none in this district.

9. Do you know of any points in the matter of regulating and restricting emigration, on which the government of the country in which you live would be likely to cooperate with the United States?

Answer. No; not necessary, in my opinion, so far as this consular district is concerned.

(a) On what points do you think such co-operation would be to the interest of the United States?

(b) On what points, if any, do you think the interests of the United States and the government of the country in which you live, clash in the matter of emigration?

P. S.—This information will be treated as confidential as far as possible.

General answer.—So far as this consular district is concerned, it is not, in my opinion, necessary to endeavor to "apply an effective system of examination of intending emigrants." The class of emigrants to the United States from this consular district is desirable. They are few, but they make good, toiling citizens. They are chiefly growers and cultivators of the "champagne" grape vines, and they emigrate chiefly to California to engage in the same labor there.

I do not believe that emigration is either hindered or encouraged by law or regulation. A French male subject of less than 20 years of age desiring to leave France must notify the authorities as to expected destination, and must also return to France when 20 years of age to perform at least three years' military service, and failing to return at that time, is considered as a deserter from the French army. According to French law, if I am not mistaken, every male subject of France between the ages of 20 and 45 years must perform, commencing at the age of 20, at least three years' military service, and after having served that three years' term he must perform a certain number of days of military service each year until he attains the age of 45. The number of days of service for the first and second years, after having served the three years' term, is twenty-eight days in each year, and after that the number of days' military service required of each French male subject diminishes

each year or so as said subject grows older until he reaches the age of 45, when he is exempt from military service altogether, except in case of actual war. Should he fail to respond to any of the requirements of the French law on this subject at any time up to the age of 45, when he is exempt, he is considered a deserter.

Respectfully submitted.

ALTON ANGIER,
United States Consul, Rheims, France.

CONSULATE OF THE UNITED STATES,
Rheims, France, July 27, 1891.

CONSUL MERRITT, CHEMNITZ.

UNITED STATES CONSULATE,
Chemnitz, July 30, 1891.

John B. Weber, esq., et al., Members Special Commission, U. S. Treasury Department:

GENTLEMEN: Referring to your circular of July 21, 1891, I have to submit the following replies:

1. Not at all.
2. Not at all.
3. Unheard of in this district.

4. A measure of the greatest value. An examination of persons intending to emigrate from Germany into the United State could be made very effective. Cost of such examination would not fall on the United States Government. It would be paid by the emigrant and would be nominal. From the Standesamt the would-be emigrant could get a complete history of his birth, baptism, etc., and from the police authorities a certificate of his character. Submitted to a consul these two documents would be a good foundation for a personal examination of the party presenting them, with regard to contract labor. Criminality would disclose itself in the police certificate. The Standesamt certificate would disclose whether a male was within the age of military duty.

5. Emigration is not directly hindered, but it is not looked upon with favor and stringent laws against soliciting emigration have been enacted. This applies without class distinction.

6. Returned when possible.

7. I can get this only by paying well for it. Guesswork or unofficial opinions might mislead you. If you desire to have this officially in text, translation, and judicial construction, from me, write to that effect and your orders will be carefully attended to.

8. No.

9. No.

(a) On no point whatever.

(b) Emigrants from this section of the country would (under consular supervision here and your supervision in the United States) be a gain to the United States and hence a loss to Saxony. That is where the clash is. The people here are for the most part industrious, thrifty, honest, Christian poor people. They can all read and write and would make law-abiding, worthy, and desirable citizens of the United States.

Any special information which may be of value to you concerning this consular district which I can get for you will be gladly furnished if you communicate your wishes to me.

Very respectfully,

H. F. MERRITT.

COMMERCIAL AGENT SMYTH, HUDDERSFIELD.

COMMERCIAL AGENCY OF THE UNITED STATES OF AMERICA,
Huddersfield, August 13, 1891.

SIR: I regret that I find myself unable to send you anything like a comprehensive reply to your circular letter, dated at London July 21. This district is the center of a very large industrial population whose lives and habits are so closely connected with factory interests that they may be said to stand or fall together. There are, under ordinary conditions, ample means of employment to maintain the people in a

fairly comfortable and contented state. It is natural to expect therefore that they are a stay-at-home people, where the causes which in other sections of Great Britain tend to encourage, or rather to enforce, emigration are conspicuously wanting. I believe that in some of the adjoining districts labor troubles arising from business depression have started emigration on a limited scale. This movement is, however, confined to skilled operatives in the plush, woolen, and worsted trades.

So far as I have been able to learn, this movement was encouraged by a demand from American factories and by the prospect of an additional demand from others now in course of erection there. No instance of "contract labor" has yet come under my notice, and I may be permitted to add the moment one does it will be promptly reported to the Treasury through the State Department.

As regards questions 1 and 3 relating to the manipulation of a certain class of emigrants by steamship companies and Government agencies I might mention that a notorious system was in operation in Ireland a few years ago, which threatened to depopulate some sections of the country in the interest of a singularly cruel combination of landlordism and politics. I witnessed in the public square in the town of Galway one of the saddest scenes of my travels through that country—crowds of emigrants, driven like cattle from their homes in the wild districts of Connemara, waiting for the Government agent to hurry them aboard a tender for an Allan line steamer that was waiting in the bay to take them, they knew not whither. Not one in the group I spoke to could speak a word of English and not one in the whole crowd had money enough to pay his own passage. They were a fine able-bodied set of fellows, the types of a hardy though crude race whose bone and sinew so largely contribute to the development of new territory and the employment of its resources. I could not but feel deeply impressed by the circumstances under which the unfortunate fellows were about to be hustled away from their native shore into the hold of an emigrant ship. This system was then in operation, and publicly known throughout the country. The change of sentiment on this subject in the United States may have since driven it beneath the surface where a well-directed effort may find it to-day. These men represented a distinct class of emigrants that no new country could object to. But what of the countless thousands who have been recruited from the poorhouse and the jails under the same system? The poor-law boards throughout Ireland can furnish interesting statistics on this point, while the administration of the Irish end of the English Government from 1848 down opens up to you and your honorable colleagues on the commission a rich territory on the subject of emigration, the causes and the methods connected with it. If there's anything I can do to assist you I assure you you can command me, while I wish you every success imaginable when you enter to explore it.

I do not hesitate to say that it would be a good idea to bring emigration within the scope of consular regulations. Such a plan, I think, would have the effect of assisting inspection on the other side, while relieving it on this side of some of its worst features. For the formulation of such a plan I respectfully refer you to older and wiser heads in the service than mine.

Very truly, your obedient servant,

WILLIAM P. SMYTH.

Hon. JOHN B. WEBER,

Chairman United States Treasury Commission.

CONSUL DIEDERICH, OF LEIPSIC.

CONSULATE OF THE UNITED STATES OF AMERICA,
Leipsic, August 29, 1891.

To the Commission of Immigration:

GENTLEMEN: I have the honor to reply to your circular letter as follows:

1. The ex-migration from the kingdom of Saxony has been very light, as the statistics will show. This country is a vast hive of industry, and has been, until recently, the most flourishing part of Germany. Its skilled mechanics and laborers are very intelligent, and very much attached to their native soil. However, in consequence of the recent tariff legislation in the United States, it is expected that a large number of these people will be compelled to leave for other shores, and particularly for America.

2. I know of no criminals' aid society, nor have I ever learned of a case where local authorities "railroaded" some poor cripple or diseased person over to our country to get rid of the burden. But a number of cases have come to my notice where an entire family had contributed to get rid of a "black sheep," and to save themselves from the disgrace.

3. That a consular inspection or "control" of emigrants before they leave their homes is necessary seems too apparent for argument. It ought not only be made utterly difficult for undesirable foreigners to land on our shores, but it ought to be made equally difficult for them to get started on their way to the United States. I am of opinion that a United States consul, fully familiar with the language and customs of the country to which he is accredited, will be able to satisfy himself who should and who should not be permitted to go in every case where his suspicion may be aroused. There are many means that he could employ, such as the certificate of baptism, of marriage, the reports of service done, the records of the police, etc., etc. A bill of health issued by a reputable physician should also be demanded at the discretion of the consul.

4. I suggest that one such office of inspection would be sufficient for the Kingdom of Saxony. The territory is so small that such an arrangement could be easily made. There are five United States consuls in this Kingdom, and it would be impracticable to furnish each one with the necessary clerical help to attend to this new work; whereas if this work were concentrated at one place it could be done by one or, at the most, by two clerks under the supervision of the consul. Leipzig would be a good place to select for this purpose, but others, *e. g.*, Dresden, would also do. Leipzig is the largest city, and is an important point in the business of emigration, which may be seen from the fact that both the North German Lloyd and the Hamburg Steamship Companies have general agencies established here. All Thuringia, consisting of many smaller principalities, could also easily be taken care of from this point.

If there is anything in particular that I can find out for you, please command me.
Most respectfully, yours,

HENRY W. DIEDERICH,
United States Consul.

CONSUL BLAKE, CREFELD.

CONSULATE OF THE UNITED STATES,
Crefeld, August 18, 1891.

JNO. B. WEBER, Esq.:

SIR: In compliance with your circular of date July 21, 1891, I have the honor to make the following report:

Question 1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.

Answer 1. So far as I am able to learn there are no agents in this district to encourage emigration to the United States.

Question 2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies and for what classes of employment?

Answer 2. I have been informed that a few experts in weaving have gone to America for the purpose of bettering their condition, but I am informed that they were not under contract.

Question 3. The extent to which criminals, insane persons, idiots, and other defectives, paupers, or persons likely to become a public charge, and persons afflicted with loathsome or dangerous contagious diseases, are encouraged or aided to emigrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities?

Answer 3. I am credibly informed that criminals, insane persons, etc., are not aided or encouraged to emigrate to America.

Question 4. Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls, or officers under their direction, together with the probable cost of maintaining such a system if adopted, etc.

Answer 4. I would think it advisable to adopt an effective system of examination of intending emigrants by American consuls. I believe all emigrants wishing to emigrate to America should obtain from the consul in which district he is a resident, a certificate as to eligibility, either as a contract laborer or criminal, etc. In this connection I would say that a small fee ought to be paid by the applicant for such certificate.

Question 5. Is emigration hindered or encouraged by law or regulation, and if so, what classes in respect of age and condition are affected?

Answer 5. Emigration is not encouraged by the German laws. All persons between the ages 19 and 25 years are prohibited from emigrating without first having the proper permit from a Government official.

Question 6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance, or sent across the border, and if so, what are the substantial features of the laws or regulation governing their disposal?

Answer 6. Criminals are returned to the country where the crime was committed upon the proper requisition under treaty regulations.

Question 7. Please furnish the substantial features of laws regulating emigration or immigration, if any, in the country where you are stationed.

Answer 7. Emigration is recognized by the Prussian laws, except to those liable for military duty, and also to reservist (minute-man), landwehrman (man of second levy), and beurlaubt (leave of absence) if they are in actual service.

Question 8. Do you know of any systematic or organized movement to divert immigration from European countries to America of any class of emigrants alleged to be excluded from their own country?

Answer 8. I do not.

Question 9. Do you know of any points in the matter of regulating and restricting emigration, on which the Government of the country in which you live would be likely to coöperate with the United States, etc.?

Answer 9. I do not.

I am, sir, your obedient servant,

EVANS BLAKE,
United States Consul.

CONSUL BLACK, NUREMBERG.

UNITED STATES CONSULATE,
Nuremberg, Bavaria, October 2, 1891.

Hon. JNO. B. WEBER,

Chairman United States Special Commission, Treasury Department,
(Care United States Consulate, Bremen):

SIR: In answer so some of the queries of your commission I would say that I have been informed that the German steamship lines have each one general agent in Bavaria, and that they each have under their charge a number of subagents located in the various cities, towns, and villages of the Kingdom. These subagents are not allowed to solicit orders for tickets, this being prohibited by the Government, from whom also they must obtain a license to act in this capacity. All the advertising, even in the village papers, is regulated and ordered directly from the steamship company's bureau of advertising in either Bremen or Hamburg. The subagent's commission for the sale of a ticket is about 8 per cent.

I think it would be practicable and effective to adopt a system of control by American consuls of emigrants intending to go to our country. I would suggest that every emigrant be required to obtain in triplicate a certificate from the proper official of his Government setting forth his full history—as to his occupation, the means of which he may be possessed, whether at any time he has been a burden upon others or upon the state, whether he has been a good subject or whether he is now or has ever been guilty of crime or subject to police surveillance—and this to apply not only to the head of the family but to each member thereof. My experience leads me to believe that all the above is easily obtainable from an official source in this country.

The emigrant should also be required to sign a declaration before the consul that it is his intention to go to the United States, that he intends to sail from a certain port in Europe, and that he intends to land at a certain port in the United States. This declaration should be properly attached to the certificate of the foreign official and authenticated by the consul, to which he should attach his consular seal; one of the triplicates should be filed in the consulate, one sent to the collector of customs or commissioner of immigration at the port where the emigrant proposes to land, and the other should be given to the emigrant at his identification when he arrives in our country, and should then be taken from him.

I also think that a substantial fee should be charged by the consul for his authentication, and that this fee should be considered an official fee to be accounted for to the Treasury Department.

The time you have given me to gather the other information you desire has been

so short that I have been unable to obtain any satisfactory statistics, but if you will send me your address in Washington, I will endeavor to get them and forward them to you at a later date.

I am, sir, your obedient servant,

WM. J. BLACK,
United States Consul.

CONSUL LATHROP, BRISTOL.

UNITED STATES CONSULATE,
Bristol, July 27, 1891.

To the Special Commission, Bremen :

SIRS: In answer to your printed communication I present facts and suggestions as follows:

1. Emigration is not greatly encouraged by agents or ocean carriers within the consular district of Bristol. Every town and village has, no doubt, its United States agent, whose principal business would be to sell steerage tickets, but there is no organized energetic attempt on the part of anybody to encourage emigration.

2. Contract laborers have not been engaged in this district since the law has been in operation, there is reason to believe. Probably in times past the village or town of Trowbridge, in Wilts, furnished some operatives in woolen textile fabrics to New England mills, and there is some emigrating from there now, but it is not likely that those who leave for America have any other encouragement from their friends and relatives who have preceded them, than information that work is steady and that wages are good.

3. No criminals, insane persons, idiots, paupers, or diseased persons are systematically sent by societies, committees, or Government authorities. It may happen that relatives may sometimes ship off a ne'er-do-well, but it is impossible to maintain effective supervision over such a class of cases.

4. It would be practicable within the limits of this consular district, and in England, Scotland, and Ireland, to maintain an effective system of examination of intending emigrants by American consuls. I am unable to say how far the following conditions obtain in other countries, or how far the plan here outlined would be of general application. The scheme rests upon two bases: One is that most of the considerable towns of the United Kingdom have an American consular representative; and the other is, that the lives of most country dwellers are familiar to neighbors of standing and public position. There is thus provided adequate means of easily and cheaply certifying to certain facts. It is presumed that a bill providing for a system of consular inspection would explicitly frame certain conditions, as essential to an intending emigrant. Now a certificate stating whether an intending emigrant was eligible might, in the case of British country dwellers, be obtained by the emigrant either from a magistrate or a clergyman. This certificate would probably be presented in its form by the statute, and would be to a large extent a series of negations, viz, that John Doe had never been in receipt of parish relief; that he had never been convicted of certain offenses, etc., and it is obvious that a certificate made up of half a dozen or a dozen such questions pretty well exploits the character of a man. The certificate from an urban dweller would necessarily proceed from more numerous classes of people. It might be signed by a magistrate or a clergyman, but the emigrant might know neither; but if he could not produce a certificate, signed by somebody of some repute in the community, it would be *prima facie* evidence of his unfitness. The consul should then certify the signatures and official position, if any, of the signers' certificates. Without this forgery were a simple matter. One certificate should include all females and all minor males of a family. A fee of 2 shillings (say 50 cents) for each certificate would be an adequate compromise between the comparative poverty of the emigrant and the work of the consul. The latter would sometimes have to "look up" a reference, especially in the city, as the name of the signer of the certificate would be unknown to him. For country cases he has the list of magistrates and the clergy list, and if not already acquainted with the signatures becomes in a short time familiar with them. That such a system as is above outlined would work well in the United Kingdom I have no doubt. I am also of the opinion that such a system would, so far at any rate as my own district is concerned, prevent contract-labor emigration. An emigrant presenting a certificate for indorsement at this consulate from a manufacturing place would immediately put me upon inquiry. A man from Wellington, in Somerset, or Trowbridge, in Wilts, or Stroud in Gloucester, would probably be an operative, and might have made a contract, and is therefore

to be questioned. But an agricultural laborer, or a printer, is not likely to be attempting, consciously or unconsciously, an evasion of our laws, etc. Criminals could only, with the utmost difficulty, evade such difficulties as would be presented to them by the above scheme. There is, of course, no British compulsory military service.

5. The law does not help emigration in England.

6. Alien criminals and paupers are confined in the one case, and fed and housed in the other, without regard to nationality.

7. Doubtless the commission will receive full information as to the London emigration bureau from the consul-general, and the workings of this bureau represent pretty much all the British legislation upon the subject.

8. No.

9. The matter is not one upon which it is at all likely the United States and Great Britain could formulate a mutually satisfactory treaty; not that interests are specially diverse, but that questions of such delicacy would arise that more harm than good would ensue.

The above replies are respectfully submitted.

I have the honor to be, gentlemen, your obedient servant,

LORIN H. LATHROP,
Consul.

CONSUL BRUCE, EDINBURG.

UNITED STATES CONSULATE,
Edinburg, September 7, 1891.

Hon. JOHN B. WEBER,
Chairman Special Commission, Treasury Department,
(Care of United States Consulate, Bremen):

SIR: Your circular relating to emigration from this consular district reached the consulate during my leave of absence to Germany. I have given the matter attention since my return, and submit the following answers to the questions, viz:

1. There is no special promotion of emigration to the United States by the British steamship or other carrying companies, or their agents, for the resulting passenger business. Handbooks of information issued by railroad companies and land agents of various States, Territories, and British colonies, are distributed to prospective emigrants and others by shipping agents. There is no monetary aid given to promote such emigration.

2. So far as known, there are no contract laborers engaged in this district for exportation to the United States.

3. Criminals, insane persons, idiots, and other defectives are not encouraged or aided to emigrate to the United States. On account of the immigration laws of the United States, steamship companies give strict injunctions to their agents regarding the persons to whom they sell passages.

4. As the emigration from this country arises solely from personal enterprise, a system of examination would not appear to be necessary beyond the natural restriction of the immigration laws. A list of questions as to health similar to those given by life insurance companies in America might be submitted, and the character of the individual might be ascertained through respectable acquaintances. There need be no expense to the Government if the intending emigrant declared to facts relative to himself on oath and the fee for same was regarded as unofficial. There are no restrictions in Great Britain on the ground of military service. It is probable that the detection of contract laborers, criminals, etc., would be improved. A certificate of two well-known citizens, respectable as to character, should accompany each application.

5. Emigration is not hindered by law or regulation in this country. It is absolutely free, and is only encouraged in such a manner as set forth in the "Emigration Statutes and General Handbook" sent herewith; *vide* page 27 for emigration statutes and information relating to Scotland.

6. No disposition is made of alien criminals or paupers. They are not returned to their own country. An alien pauper becomes a charge on the parish within which he is compelled to claim relief.

7. There are no laws regulating immigration in Scotland. The laws affecting emigration are set forth in the accompanying pamphlet above referred to, entitled "Emigration Statutes and General Handbook."

8. No.

9. No. The principal promotion of emigration in this country is toward British

colonies, not toward the United States; and it is known that free voyages are given to induce emigration to Queensland.

In addition to the pamphlet entitled "Emigration Statutes and General Handbook," referred to in fifth and seventh answers, I also transmit two other pamphlets which may afford general information on the subject.

I have the honor to be, yours respectfully,

WALLACE BRUCE,
United States Consul.

CONSUL PARTELLO, DUSSELDORF.

UNITED STATES CONSULATE,
Dusseldorf, October 6, 1891.

HON. JOHN B. WEBER,

Chairman Special Commission, United States Treasury Department, London:

DEAR SIR: Your confidential circular of July 21 in regard to emigration, and containing a number of questions you request answered, has been received, and reply delayed on account of press of business in this office. Even now I have not much time to devote to the answers, but give you such information as I can in a brief condensed manner. Answers to the questions in order as submitted:

No. 1. Emigration is not specially promoted or encouraged in this city; the central point on the Rhine is at Cologne, where regular agencies and emigrant boarding houses are maintained. In this city two of the steamship companies have agencies for the sale of emigrant tickets but aside from the energy on the part of the ticket-seller to make his fees no special encouragement is given.

No. 2. Difficult to answer. I think contract labor in the line of iron and steel workers, machinists and specially skilled factory hands are continually sent to our country, but as they know well the law it is done in a quiet manner. I know of one recent case where a San Francisco sugar firm sent to this district for skilled men to operate a sugar refinery on the Pacific coast.

No. 3. Done in a quiet way, but unless the matter was thoroughly examined into, facts can not be given; objectionable persons are gotten rid of by giving them a small amount of money (equal to steerage passage) and told to quit the place. Naturally they go direct to the seacoast, and in that way the United States receives a great number of paupers and criminals.

No. 4. By all means every emigrant should be required to produce a certificate from an American consul before being allowed to land in the States, it would in a great measure correct the evil and prevent the landing of persons not desirable. The cost could be met by a fee of 4 marks, charged to the proposed emigrant, and the consul allowed to retain the same to cover expenses of examination, medical and otherwise. It would give a small allowance extra to the consul, but no more than enough to compensate for the extra duty he would have to perform. In regard to the second part of the inquiry, allow a board of consular officers, presided over by the consul-general, to decide and regulate matters of detail.

No. 5. Emigration is not encouraged in Germany by law or regulations of the number that go to our country 90 per cent belong to the lower classes—many at the solicitation of friends and relatives in the States—others to improve their condition, and a limited number to escape military service.

Nos. 6 and 7. I do not know. The office work will not allow me the time to look up the matter.

No. 8. I do not.

No. 9. The German Government is very independent upon all such matters, and, I think, would coöperate to a limited degree only. They are very glad to get rid of objectionable characters, and are not displeased at their going to the States, as it removes them a long distance from the country, and in many quiet ways this is encouraged. There is no doubt but that our population is added to yearly by a very undesirable class of immigrants, and the time has come when it becomes a matter of absolute necessity that the Government of the United States by strict rules, regulations, and forms of examination, by both consular officers and officers of our Government at the ports of entry, should prevent the landing upon our shores of undesirable persons.

I am, sir, very respectfully, your obedient servant,

D. J. PARTELLO,
Consul.

CONSUL PEFFER, MILAN.

UNITED STATES CONSULATE,
Milan, July 29, 1891.

DEAR SIR: In answer to your circular, I have the honor to submit the following information relating to emigration from this consular district in Italy.

There are not at present any steamships running directly or indirectly from Milan to the United States. There never has been any aid given here by steamship companies to emigrants going to our country.

There are no contracts made in Lombardy between American employers and Italian laborers. Those who leave Lombardy for the United States are chiefly inhabitants of the mountains, where passages were paid by their relatives in the United States. It may occasionally happen that a local community sends emigrants to the States, so as to be rid of them. This is what is called an extraordinary case and it very seldom occurs. The authorities of Italy do all in their power to retain such unworthy people at home. There is no aid furnished to emigrants, no matter what their moral character may be. Italy is generally ruled by the richer class, who have no interest in emigration, because the greater the emigration the fewer the laborers, and consequently their wages would be higher.

As to the examination of intending emigrants, I think it would be a practicable and a beneficial thing, and might be carried out with very little expense. Official information could easily be obtained of the moral, physical, and mental character of emigrants from the clergy, from the mayors, and from the local officials. The military laws of Italy interfere very materially with persons leaving the country. I also understand that no head of a family can leave without the written permission of his wife.

There is no positive law prohibiting emigration, but the trend of all legislation is against it. Heads of families, husbands, are very much hindered in many ways, by the difficulties with which the authorities have surrounded them. Soldiers who are enrolled in the first category, that is the five-years' men, can not possibly get away. It is much the same with those who are enrolled in the second category, those who are enrolled for less than five years. It is almost impossible for criminals to emigrate, as they must furnish passports to the police. Persons having no passports are liable to be arrested if they attempt to leave the country. I mean, of course, Italian subjects. Criminals who reach here from the United States are, when discovered, immediately arrested. The authorities in Italy, I speak particularly of Lombardy, have always shown a commendable zeal in bringing to justice criminals who have escaped from our country.

The tendency of legislation in Italy is to discourage emigration of persons who have no money to take their families with them.

The people of Lombardy in the past have emigrated to South America, but since the revolution in that country emigration is now in the direction of the United States.

I do not know of any points in the matter of regulating and restricting emigration on which our and the Italian Government could coöperate, except in the points to which allusion has been made in the foregoing pages. I repeat that the Italian authorities do not encourage emigration. They would likely be most happy to coöperate with our Government in restricting the emigration of their people. I do not know of any point where the two Governments clash in this matter.

I am, most respectfully,

GEO. W. PEFFER,
United States Consul.

Hon. JOHN B. WEBER,
Chairman of Committee.

CONSUL RUBLEE, PRAGUE.

CONSULATE OF THE UNITED STATES OF AMERICA,
Prague, September 26, 1891.

Hon. JNO. B. WEBER,
Chairman Special Commission, U. S. Treasury Department:
(Care of United States Consulate, Bremen.)

SIR: In the expectation of obtaining some definite information in reference to emigration to the United States from Bohemia, I have delayed hitherto my reply to your circular. It has been impossible for me to reach any one here who could or would speak definitely on the subject, and it seems that emigration, though it is con-

siderable, is not placed under any system or supervision. I visited the department supposed to have charge of emigration from Bohemia, and had a conversation with the chief official. He requested me to send him a written statement of the points I wished to know about, and in due course of time an answer would be given. This I did some two months ago, but have been unable to get a reply.

In the course of my conversation with the official referred to, he practically stated that there was no check whatever on emigration. If a person decided to leave Bohemia no papers had to be taken out or permission received. A pretense, he said, was made on the frontier of examining all persons crossing and keeping a record of emigrants, but he admitted that this amounted to nothing, and such records were so incomplete as to be of no value.

In reply to the questions in your circular I submit the following meager information:

1. Steamships and carrying companies have agents scattered through the country, but these do not directly encourage emigration except by circulars giving days of sailing, rates of fare, etc.

2. The engaging of contract laborers, if done at all, is done covertly, and no cases are to be heard of.

3. Defectives, such as enumerated, are not encouraged or aided to emigrate, if the Government officials, steamship agents, and other accessible authorities are to be believed.

4. A system of examination by American consuls appears to me to be the only practical method of getting at real facts about emigration. By exacting a consular certificate from emigrants they must prove to the consul's satisfaction that they are desirable, and this system ought to place a most effective check on classes not wanted. The cost of maintaining such a system in this consular district, where the emigration is large, would seem to be that involved by the appointment of an extra clerk. As to original official certification, a document with the seal and signature of the district court, or chief magistrate of the locality from which the emigrant comes indicating his character, etc., would seem to be sufficient. This point could readily be decided according to the requirements of the United States law. Detection of contract laborers and criminals should be greatly facilitated. The laws governing military service would operate so as to prevent the issuance of a certificate by the local authorities to any such intended emigrants.

5. Emigration is practically neither hindered nor encouraged by law.

6. Alien criminals and paupers are sent across the border as soon as detected.

7. Laws relating to emigration exist, but are so little observed that it would be difficult to indicate features.

8. A movement to divert immigration from European countries to America or any class of immigrants excluded from their own country, are things unknown in Bohemia.

9. Have endeavored to ascertain from the Government, but beyond a general assent have so far received no answer.

In conclusion, I beg to state, that should I receive further information, as I expect to, I will communicate it at once.

I am, sir, your obedient servant,

WILLIAM A. RUBLEE,
United States Consul.

CONSUL GIFFORD, BASLE.

Reply to circular of Special Commission of Treasury Department

1. The Campagnie Générale Transatlantique runs special emigrant trains from Basle to Havre by way of the Jura-Simplon railroad in Switzerland and the Chemin de Fer de l'Est in France. These emigrants are forwarded by the emigrant agency "Zwilchenbart" of Basle, and are provided with through tickets to New York or their place of destination in the United States. They are collected from all parts of the country in which the Agency Zwilchenbart has agencies.

2. Contract laborers are not openly engaged for exportation to the United States since the passage of the law prohibiting such immigration. Formerly silk-weavers and watchmakers from this district were forwarded in this way to America, but any contracts made at present by emigrants are made so secretly, if at all, that the facts in the case never transpire.

The laws of Switzerland, made with special reference to the enactments of the United States Congress, prohibit the emigration of all persons excluded by the laws of the country of their destination. The poorer communes as well as individual

families occasionally attempt to evade the law and to disembarass themselves of objectionable residents, notwithstanding the strict supervision exercised by the federal authorities over emigrant agencies and the severe fines or forfeiture of their license incurred by the latter in case of detection. The reply to interrogatory 7 gives more in detail the provisions of the Swiss law.

4. It would be practicable at this consulate to supervise the emigration of persons leaving for the United States, without other cost than that involved in the appointment of a medical examiner, if it were deemed necessary to employ one. No doubt one such officer might serve for the whole country. From such experience as this consulate has had it would appear that official declarations in regard to the pecuniary and moral standing of intended emigrants would be decidedly of more value if made by federal rather than communal authority. The officials of most towns and villages might be relied upon to give correct information; others, especially those of the poor and small communes, have not always in the past been proof against the temptation of ridding themselves of their undesirable citizens. The detection of criminals would be materially facilitated by any adequate system of consular examination. Such persons are not now knowingly forwarded by emigrant agents, but arrive in the United States singly as simple passengers on board European steamers. Were they obliged to present themselves personally at the consulate in order to obtain the authorization to land in the United States they could be made to prove a clean judicial record and good moral character as a condition precedent to obtaining the necessary papers.

The detection of contract laborers would be much more difficult, as the existence of the contract is now generally merely a matter of the personal knowledge of the intended emigrant, and is not committed to writing.

The Swiss laws governing military service only require that equipments, which are the property of the government, be returned before leaving the country.

5. Answered under 7.

6. Foreign criminals and paupers are sent over the frontier by the Basle authorities. Persons who are judicially pursued are, of course, arrested and held to be delivered on requisition to the proper authorities of the country where the crime was committed.

7. The Swiss emigration law which went into effect on the 6th day of July, 1888, after making minute and severe regulations in regard to the appointment and supervision of emigrant agents, and requiring from the latter a deposit of 40,000 francs as security, prohibits the emigration of the following classes of persons:

Persons of advanced age, or those suffering from illness or infirmity, unless proof be given that they will be satisfactorily cared for at their place of destination.

Minors and persons under guardianship without the written consent, officially authenticated, of their parents or guardians. Minors under 16 years of age must be accompanied by trustworthy persons, and care must be taken that a proper situation be provided for them at the end of their journey. Persons who, after the payment of their passage money, will arrive at their destination without resources. Persons whose immigration is forbidden by the country where they are intending to settle. Persons not in possession of papers showing their origin and citizenship. Swiss citizens subject to military duty, unless they furnish proof of the return of the effects furnished to them by the government. Parents who intend to leave behind young children without consent of the competent authorities. Emigrant agents must require of persons intending to leave the country the proofs mentioned under 2, 5, 6, and 7 before signing the contract for forwarding the emigrants.

8. No.

9. The laws of Switzerland are in complete harmony with those of the United States on the subject of emigration and immigration, and so far as this consulate has been able to observe, are strictly enforced by the federal authorities.

GEORGE GIFFORD,
United States Consul.

UNITED STATES CONSULATE.

Basle, June 26, 1891.

CONSUL HAYDEN, Breslau.

JNO. B. WEBER,
Chairman:

SIR: In reply to your circular letter under date of 21st July, 1891, I have the honor to submit the following reply:

In answer to the first question I have to say that I do not think emigration to the United States is in any way affected by steamship companies or their agents in this consular district,

In answer to second question, I know of no contract laborers being exported from this district.

In answer to third question I can only say that I have no knowledge of any societies here aiding persons of the class of which you speak, to emigrate to the United States.

In answer to fourth question, I beg to express my humble opinion and say that it would be practicable and of good service to the United States to require all emigrants to obtain emigration certificates from the United States consuls. It would cost the United States Government nothing, for the costs of obtaining said certificate would be very properly paid by the emigrants. In this connection I beg to observe that should the United States consuls be empowered to issue these certificates, many persons, wholly unfit to receive domicile in the United States, could be kept at home. Your committee need not overconcern itself about citizens of this country going to America owing military service; the German Government will attend to this matter.

In answer to fifth question, I have to observe that I know of no "law or regulation" which hinders emigration.

In answer to sixth question, I have to inform you that criminals and paupers are at once sent to the country to which they owe allegiance. I can not comply with requests which you make in question No. 7.

In answer to question 8, I have to observe that this is a very important question which you put. It would be hard indeed to submit such proof as a court of law would consider sufficient, and yet your committee knows and our people in America know that hundreds of emigrants "go" to America when they can't go elsewhere, which means, of course, that Europe is unloading undesirable persons on us. The United States has played the "asylum for all nations" long enough, and in my humble opinion the time has arrived when emigration should be decreased, if not suspended altogether, at least for a decade.

In answer to question No. 9 I have only to observe that I do not. This question implies a condition of affairs that don't exist. My answer to question 8 shows that any arrangement which this Government might enter into with the United States would certainly be such an arrangement as would not be prejudicial to this Government in the premises.

Your obedient servant,

JOSEPH EDWARD HAYDEN,
United States Consul.

CONSUL HAMMICK, GENEVA.

GENEVA, SWITZERLAND, *August 10, 1891.*

GENTLEMEN: I have the honor to acknowledge the receipt of your circular of July 21, 1891, and to say that the cause of the delay of my answer has been pressure of business, resulting from the unusually large inflow of American travelers. In addition to this, it has taken me some time to investigate the subject.

As to inquiry No. 1, I can learn of nothing that has been or is being done.

No. 2. No contract laborers, so far as I can ascertain, are taken from here to the United States.

No. 3. I have been informed by one of the prominent officials that as the United States had stringent regulations now, respecting criminal, insane, pauper, and other undesirable immigrants, those of these classes who were sent out of the country, are sent to more hospitable ports than those of the United States. These undesirable classes form a very small proportion of the citizenship of this republic, and the alien criminals or paupers who come here, are obliged to show a means of earning a livelihood and an intention to behave well, or they are at once driven out. No tramps are allowed in this country.

No. 4. I think it would be practicable to apply an effectual system of examination of intending emigrants by American consuls, or officers under their direction, with the system of compulsory registration of births, marriages, and the "permit de séjour," prevailing here, coupled with the knowledge which could be obtained from the authorities and other sources respecting character, I believe a system could be adopted which would be most effective in preventing undesirable immigration.

As to numbers 5, 6, 7, 8, and 9, I have not such favorable opportunity as the American minister at Berne, who will, I am sure, answer them all most satisfactorily.

I beg to say that the people here are prosperous, contented, and happy, and that there is very little emigration. So far as this consular district is concerned, I have

had but four or five applications for emigrant certificates in the two years I have been here, and these were made by the most desirable persons. I have the honor to remain, with great respect,

Your obedient servant,

ROLAND J. HAMMICK,
Consul.

*The members of Special Commission of
United States Treasury Department, Bremen.*

CONSUL GOTTSCHALK, STUTTGART.

STUTTGART, August 10, 1891.

JOHN B. WEBER,
Chairman Special Emigration Commission:

In reply to your circular of July 21, 1891, I respectfully state in answer to the inquiries made:

1. That while emigration is permitted in the Kingdom of Wurtemberg, yet it is not favored, and therefore it is strictly controlled, and no steamship company or other carrying companies or agents are allowed to encourage persons to emigrate. All agents are under surveillance of the law, and have to make reports. The steamship companies have themselves issued circulars to their agents here enjoining strict obedience to the United States laws.

2. No contract laborers are engaged openly.

3. No criminals or paupers are shipped openly to the United States. There may be, and probably are, covert violations of this, but this consulate has no means of discovering it, as such investigation, if any success is to be expected, requires detective service, and this consulate knows of no appropriation to pay for same.

4. It would be practicable to adopt a system of examination of intending emigrants by consul in this way: To have every emigrant furnish to the consul (1) Record by the authorities of his domicile, stating number of his family, whether he has ever been a burden to the community or punished for any crime. (2) A statement by the emigrant himself stating his reason for emigration, his place of destination, his means, whether he goes with family, and other particulars. (3) The consul is then, after satisfying himself, either from the papers or, in suspicious cases, by investigation and requiring further proof, to issue a certificate, setting forth the particulars, which the emigrant is to produce to the steamship company or other company before same is allowed to carry him as passenger to the United States, and emigrant also to produce it to authorities at port of entry. The consul to keep record of these certificates. Each emigrant to pay to consul a fee of 5 to 10 marks or \$1 to \$2.50. No authority here would risk giving a certificate to a pauper or a criminal, as they know the same is subject to investigation by consul. But if they would, the responsibility can easily be placed where it belongs, and they can be held responsible, and the pauper, etc., returned.

5. It is more hindered than encouraged here. (See law cited under 7.)

6. Aliens, paupers, and criminals are returned to the country to which they owe allegiance, or sent across the border. If the pauper is an Austrian, the Austrian consul is called upon, and he must return him, etc.

7. The consulate has made several reports about emigration, stating the law, which will be found in consular reports for April, 1881, No. 6, page 557; for June, 1881, No. 8, page 895; and for May, 1884, No. 41, page 410, and giving also the general features relative to this consular district, and answering concisely the questions propounded. As matters have not materially changed since then, reference is respectfully made to them.

8. In answer to the 8th question, I say that I do not.

9. As Wurtemberg is part of Germany, and the United States is only represented by a diplomatic officer for entire Germany, this question can only be properly answered by the diplomatic officer, although each consul probably has his opinion on the subject.

I remain, yours very respectfully,

LOUIS GOTTSCHALK,
United States Consul.

CONSUL BURGESS, TUNSTALL.

CONSULATE OF THE UNITED STATES, DISTRICT OF TUNSTALL,
St. John Chambers, Queen street, Burslem, October 8, 1891.

JNO. B. WEBER, Esq.,
United States Consulate, Bremen :

DEAR SIR: In reply to your circular letter of July 21, I regret to say that I am unable to give any satisfactory answers to your several questions. This being an inland consulate there are no means of ascertaining the number or class of emigrants from this district.

1. There is nothing done by the steamship agents, as far as I can learn, to promote emigration to the United States.

2. No contract-labor engagements are being made by any persons to the best of my knowledge and information.

3. There is nothing being done in the way of helping the criminal, etc., classes in any way.

4. Intending emigrants could be examined by consular officers at little or no expense to the Government if set fees were charged. If the consular officer did his full duty I certainly think the detection of contract laborers and criminals would be improved to a very great extent. I know of no laws to prevent such examination.

5. Emigration is neither hindered nor encouraged by law.

6. There are none.

7. There are none.

8. I know of none.

9. I would suggest that if the local authorities certify to the consul as to the character of the proposed emigrant—

(a) It would be a means of recording all emigrants, and also of detection of any proposed fugitive from justice.

(b) The interest of the two countries would clash in a desire of the emigrating government to export only the poorest elements (in every particular) and retain at home the best.

I am, sir, yours faithfully,

W. BURGESS,
Consul.

CONSUL CATLIN, ZURICH.

Replies to questions contained in confidential circular of Special Commission, United States Treasury Department, dated July 21, 1891.

1. Under the strict provisions of the Swiss Federal emigration law of April 12, 1881, any promotion of emigration from Switzerland by steamship or other carrying companies for the resulting passenger business is rendered impossible and none such in effect exists.

2. Contract laborers, so far as is officially known to this consulate, are not engaged for exportation to the United States. The existence of the law rendering such contracts illegal is generally known and operates to prevent their being made.

3. The law in question forbids the forwarding of (a) persons who, by reason of advanced age, sickness, or feebleness, are incapable of labor in so far as adequate means of subsistence are not shown to be provided for them at the place of destination. (b) Persons under 18 years of age unless accompanied by reliable persons, or for whom a proper support is not assured at their place of destination, also with reserve as to the consent of parent or guardian. (c) Persons who after paying the expense of their journey would reach their destination without any means of support. (d) Persons to whom entry is forbidden by the law of the country to which they propose to emigrate. (e) Persons having no papers to show their origin and citizenship, as well as Swiss citizens liable to military duty who can not prove that they have returned the military equipments which they have received from the Government. Under this law, therefore, any agent forwarding any of the objectionable persons embraced in question 3 becomes liable and is sure to be held to a strict accountability by the Federal authorities.

4. Such a system of examination would be practicable and could be maintained at a cost of 50 cents per capita on each intending emigrant. Full particulars (with necessary forms) of a plan on which this system could be carried out will be found in my report on emigration forwarded to the Department of State with dispatch No. 164, dated August 18, 1888. In this country the laws governing military service

would not to any appreciable extent interfere with the carrying out of the system proposed.

5. Emigration is neither hindered nor encouraged by law or regulation. It is entirely a matter of volition with the intending emigrant, provided he has the means.

6. Alien criminals and paupers are returned to the country to which they owe allegiance; in other words, repatriated.

7. An English translation of the entire Swiss Federal law relating to emigration will be found accompanying my report mentioned above in answer 4, and will be found of great value in considering all questions pertaining to Swiss emigration. In any case the emigration from Zurich to the United States is unimportant, scarcely exceeding 2,000 per year.

8. No.

9. No.

GEORGE L. CATLIN,
United States Consul.

UNITED STATES CONSULATE,
Zurich, July 27, 1891.

VICE-CONSUL DONNER, HELSINGFORS, FINLAND.

UNITED STATES CONSULATE,
Helsingfors, August 12, 1891.

JNO. B. WEBER, Esq.,
*Chairman of the Special Commission,
United States Treasury Department, Bremen:*

SIR: In answer to the confidential circular dated London, July 21, addressed to this consulate, regarding the subject of emigration to the United States from Finland, I beg herewith to send you the following answers to the questions stated therein, viz:

1. There is no direct steamboat communication between Finland and the United States. Emigrants get there by way of Sweden and England, Denmark or Germany.

2. As far as is known, there is no engagement by contract made with laborers either openly or covertly for exportation to the United States.

3. Criminals, insane persons, idiots, and other defectives, paupers, and persons afflicted with contagious diseases are neither encouraged nor aided to emigrate from this country to the United States by the Government or by any societies.

4. The simplest, cheapest, and most effective system would be, in my opinion, if every emigrant were obliged to have a passport, and were not allowed to enter the United States without having had this passport viséd by the American consul, who would then be able to ascertain, as nearly as possible, whether the intending emigrant were eligible and possessed of means sufficient to support him after his arrival in the United States until he got employment. No male subject is allowed by the laws of this country to emigrate before he has completed his term of compulsory military service.

5. Emigration is neither hindered nor encouraged by any law or regulation.

6. Alien criminals and paupers are returned to the countries to which they owe allegiance, the former after having undergone the punishment to which they have been sentenced here. In both cases at the expense of the country to which they belong.

7. No laws or regulations exist in this country regarding emigration and immigration.

8. There is no systematic or organized movement in this country to divert immigration in any way.

9. There is little doubt but that the Finnish Government would be likely to cooperate with the United States in hindering emigration rather than the reverse, as the country is thinly populated.

(a.) The adult emigrants being, as a rule, strong and good laborers, it would of course be to the interest of the United States to get such emigrants.

(b.) But it would not be to the interest of the Finnish Government to facilitate their emigration.

In case any of the members of the commission should honor this consulate with a visit, I need hardly assure you that it would give me great pleasure to be of service to them.

I remain, sir, your most obedient servant,

HERMAN DONNER,
Vice and Acting United States Consul.

CONSUL OSBORNE, GHENT.

Concerning emigration to the United States from the consular district of Ghent.

CONSULATE OF THE UNITED STATES OF AMERICA,
14 Rue des Champs, Ghent, Belgium, July 30, 1891.

The relative unimportance of the emigration from the provinces of East and West Flanders, Belgium, comprising the consular district of Ghent, is best shown by the following figures for 1889, taken from the latest statistics prepared by the Belgian Government:

Province.	Sex.	No. of emigrants to the United States for year 1889.	Population of province December 31, 1889.
East Flanders	{ Males	55	952, 635
	{ Females	55	
West Flanders	{ Males	71	741, 837
	{ Females	52	
Total		233	1, 694, 472

Total number of emigrants from all Belgium to the United States, year 1889..... 1, 700
Total number of emigrants from East and West Flanders to all countries, year 1889..... 5, 568

1. Nearly all the emigrants have gone via Antwerp on the Red Star Line. I have heard of no instance of promotion of emigration to the United States for the resulting passenger business by that company or its agents.

2. No cases of engagement of contract laborers for the United States from this district have come to my notice.

3. Any encouragement or aid furnished to the classes mentioned is by relatives only, to the best of my belief.

4. I consider such a system entirely practicable, as well as advisable, not strikingly by reason of any phases presented in this district, but in Europe in general. In this particular I may be allowed to give my ideas. I believe that an efficient system would be to require intending emigrants to present themselves at the nearest United States consulate, furnished with an official certificate from the highest municipal or police official of their place of residence—in Belgium, the burgomaster of the towns, villages, and communes, or in cities the commissaire de police of the section in which the applicants resided—this document to cover the following points, certifying:

(1) That the applicant is a subject of the country and resident of the place.
(2) That the applicant does not belong to any of the classes enumerated in question 3.

(3) That no local official disqualification exists for the emigration of the applicant, such as military duty, etc.

It will be noted that the local official is best competent to certify to all of the above, and such certification under his hand and seal throws no little responsibility upon him, especially as to the third point, as far as the interests of his own government are concerned. I do not consider that the oath of the emigrant on the above points is worth much, no matter before whom it may be made. This document, when presented at the United States consulate ought to be examined, and the signature and seal of the authority legalized by the consul. The applicant should then be required to make a declaration before the consul to the effect that he had not been engaged by contract to emigrate, to which could be added any additional declarations covered in the first-mentioned document. After an examination of the emigrant the consul could then give his certificate on this declaration. The requirement of these two documents properly certified and accompanied by satisfactory evidence of identity of the bearer for admittance into the United States would certainly prove effective in keeping out undesirable immigrants. Moreover, the system would cost nothing to maintain.

5. The attitude of the Belgian Government is that of indifference. Neither hindrance nor encouragement is offered by laws or regulations.

6. Alien criminals not known to be guilty of any unpunished crimes are freely allowed to enter the country, but in case the Belgian Government is informed of their dangerous character they are subjected to police surveillance. Alien paupers are also freely allowed to enter, but as soon as detected begging they are arrested under the mendicancy law and imprisoned for a period not greater than fifteen days, after

which they are conducted to the frontier. However, in case they claim and prove a residence of at least two weeks the procedure is different and they are treated as Belgians.

7. The only laws concerning emigration are regulations for insuring the health, comfort, and safety, during the voyage, of emigrants leaving by vessel. This matter is under the control of a commission of inspectors at Antwerp. I have been unable to find any regulations concerning immigration, and am of the opinion that none exist.

8. If any such diversion has been practiced it has been at Antwerp. However, in the case of the Russian Jews, who passed Belgium in transit to the United States, I do not think they ever contemplated locating in Belgium, for their situation in this densely populated and overcrowded little country would have been deplorable.

9. I believe that the Belgian officials would coöperate in carrying out the provisions of any plan adopted in accordance with question 4, the advantages of which to the United States are evident. It is to the interest of the Belgian Government to put no obstacles in the way of the emigration of the surplus population, especially of the agricultural classes, who are the most numerous of the emigrants. It is true these are as a class law-abiding, industrious, and economical, and in these respects far less objectionable than many others, but the starvation wages for which they toil all their lives rarely enable them to save up more than enough to land them in the United States in a condition little better than pauperism.

JOHN B. OSBORNE,
United States Consul.

VICE-CONSUL HESSENBRUCH, BARMEN.

UNITED STATES CONSULATE,
Barmen, August 10, 1891.

*To the Chairman of the Special Commission Treasury Department,
(care of United States Consulate, Bremen):*

SIR: I have been requested by my principal, Consul A. G. Studer at present on leave in Carlsbad, to inform you that your confidential circular of the 21st of July last was received by him while in a suffering state of health and making preparations to avail himself of a sixty-days' leave of absence granted to him by the Department of State to go to Carlsbad. He greatly regrets not being able to answer it. On his return he will report to the Department of State direct as fully as possible.

I am, sir, your obedient servant,

FRANK HESSENBRUCH,
Acting Vice and Deputy Consul in Charge.

CONSUL NEWSON, MALAGA.

UNITED STATES CONSULATE,
Malaga, Spain, July 31, 1891.

The Chairman and Members Special Commission U. S. Treasury Department:

GENTLEMEN: In response to your request, I would say that there is no emigration from Malaga to the United States, and there is no association promoting emigration. Just about one Spaniard in a thousand has any conception whatever as to what the United States is, and hence nobody wants to go there. To the Spanish mind Spain is the world. There is no immigration from here whatever to the United States. I would add, I am entirely in sympathy with your movement.

Yours, respectfully,

T. M. NEWSON,
United States Consul

CONSUL TURNER, CADIZ.

UNITED STATES CONSULATE,
Cadiz, Spain, August 4, 1891.

GENTLEMEN: You are doubtless aware that the emigration from Spain to the United States is quite insignificant, so much so that, in answering your circular of July 21, I pass over its first three paragraphs and commence with the fourth: The cost of an effective consular examination of persons intending to emigrate to the United States from Spain would, I think, be small, as will be seen by answers to question 5. The examination made by the United States consul would be facilitated by the original certifications required by Spanish law.

5. The answer to this question will be found in the following, which is an extract from a royal decree issued January 19, 1877, relating to emigration:

(1) "All Spaniards who desire to emigrate to American Republics must solicit from the governor of the province in which such embarkation takes effect his authorization. This solicitation must be made at least twenty-four hours before embarking, and must be accompanied by the following documents:

(a) "Local passport.

(b) "Males and females unmarried, under 25 years of age, must present the authorization of their parents or guardians, made and legalized by a notary public or the mayor of their native town or city.

(c) "Males under 15 years of age shall present a certificate of birth, legalized by the authorities of their birthplace, and visaed by the mayor of the port of embarkation.

(d) "Males from 15 to 35 years of age shall present a certificate showing that they have complied with the law of enforced military service, or in lieu of which they must deposit 2,000 pesetas.

(e) "Males over 35 years of age and unmarried females over 25 must present their local personal passport.

(f) "Individuals belonging to the military reserves must, in addition to complying with the foregoing, present a license from the captain-general of their respective districts giving the permission or leave of absence to embark, according to the law made and provided.

(g) "Married females must present the written permission of their husbands legalized by the mayor of their native town or city.

(h) "A certificate showing that they are free from all prosecutions. This certificate is given by the mayor and must be legalized by the civil governor of native province."

The foregoing regulations of Spanish law have so many safeguards thrown around them that clandestine emigration is exceedingly difficult. Ships are examined and are required to prove to the port authorities that ample provision has been made for the care and comfort of all emigrants, and that the fare for the passage does not exceed one-third of the sum of money with which the emigrant leaves port. In contradistinction to these regulations relative to emigrants who go to American Republics are laws which lend assistance to all persons who desire to emigrate to Cuba or other Spanish possessions. So far as I am able to learn there are no laws regulating the return to their native land of such foreign paupers as find their way to Spain. The tide of Spanish emigration flowed to South America, and I do not know of a single case of contract labor for the United States, but there have been thousands sent from here under contract to Argentine and Brazil.

I am, gentleman, your obedient servant,

R. W. TURNER,
United States Consul.

To members of the Special Commission of United States Treasury Department.

CONSUL CIRELO MOLINA Y CROS, CARTHAGENA.

CONSULATE OF THE UNITED STATES OF AMERICA,
Carthagen, 8th August, 1891.

JNO. B. WEBER, Esq.,

(Care of United States Consulate, Bremen):

SIR: I have been favored with your circular dated London, July 21, 1891. There being no emigration to the United States of America within my consular district, I am sorry I am not able to furnish you with the information you are seeking.

There is here simply voluntary emigration of country laborers on a very small scale across to the Algerian ports.

The emigration in general is hindered here by the military law to a certain extent,

viz, men from 15 to 40 years of age are not allowed to emigrate unless by previously depositing 2,000 pesetas, which is the sum that may release them from military service, or else those that, after having performed their service, and passing from the first to the second, and further, reserves to produce, previous to attempt shipping, a proper certificate from their respective commanders of the corps to which they are attached as having complied with the law.

Police inspectors are stationed always at every steamship's agencies during the time of issuing tickets in order to watch all passengers.

There are no emigration agencies in this district.

Very respectfully,

CIRELO MOLINA Y CROS,
United States Consul.

COMMERCIAL AGENT REID, DUNFERMLINE.

UNITED STATES COMMERCIAL AGENCY,
Dunfermline, Scotland, August 3, 1891.

JOHN B. WEBER, Esq.,
Chairman Special Commission, Treasury Department,
(Care of U. S. Consul, Bremen):

SIR: In reply to your confidential circular, dated London, July 21, 1891 (received here July 26), I have the honor to answer its various paragraphs as follows:

1. So far as known, and after careful inquiry, emigration from this consular district is promoted only by the appointment of agents of known probity and standing, under well-defined and careful instructions, to prevent any infraction of the laws affecting emigration to the United States. These agents are precluded from inducing emigration by aid of any kind, or by reduction of ocean or railroad fares, or by sharing with the emigrant the agent's commission.

2. No emigrant is allowed to be booked by any agent of any persons known to be engaged by contract or otherwise to work for any specified period in America, and agents are specially cautioned against accepting such applicants.

3. I am satisfied that no encouragement of any kind to criminals or defectives to emigrate has ever or is likely ever to be given by the emigrant agencies of this district.

4. Any consular examination of emigrants to prevent breach of emigration laws could be done here without much additional labor, inasmuch as emigration from here is not caused by congestion, and is not, as a general thing, so much the result of necessity as of choice, in hope of wider scope and larger remuneration. There is no aggravating poverty. Such examination would be cheerfully given here without increased expense, unless it should be deemed wise to establish a moderate fee therefor, a costless service being, generally, an unrespected one. I venture to think that were emigrants compelled to make oath of their complete eligibility in presence of a consul or other official and in that of a responsible respectable citizen, it would aid in removing the chief evils of the present condition, if such exist. Fraud, however, is always possible, and a consular certificate should never limit the present careful system of inspection on arrival.

5. No encouragement is given to emigrants to the United States, but is to some of the British Colonies, notably Australia and New Zealand.

6. No such cases have occurred or are possible in this inland district.

7. There are none.

8. I do not.

9. I believe the British Government would unite in any proper measures to prevent improper emigration if any additional guards can be thus given.

The following instructions are enforced here by steamboat companies:

"No sick, lame, deformed, or infirm person or persons who are in any way liable to become public burdens can be taken unless security is given, as the subscribers must enter into bonds with the United States and Canadian Governments that such parties shall not become chargeable to the State.

Having thus responded to your inquiries, I take the opportunity to say that this district is populated by a generally well-educated and thrifty community, in which there is no special pressure from congestion or poverty to emigrate. There is no port of debarkation in this district. Emigration from here is through Glasgow, Leith, or Liverpool.

I am, sir, your obedient servant,

JAMES D. REID,
United States Commercial Agent.

The emigration from here is almost solely of miners when wages are low, many of whom return when wages rise; or of members of miners' families.

CONSUL BYERS, ST. GALL, SWITZERLAND.

Question 1. The extent to which emigration to the United States is promoted by steamship or other carrying companies, or their agents, for the resulting passenger business.—Answer. None at all.

Question 2. The extent to which contract laborers are engaged openly or covertly for exportation to the United States, through what agencies, and for what classes of employment.—Answer. Of late years occurs but rarely.

Question 3. The extent to which criminals, insane persons, idiots, and other defectives—paupers or persons likely to become a public charge and persons afflicted with loathsome or dangerous contagious diseases—are encouraged or aided to emigrate to the United States in violation of our laws, and whether the aid or encouragement is furnished systematically or otherwise, and whether by relatives, societies, committees, or Government authorities.—Answer. The press opposes in late years and the law really forbids.

Question 4. Whether it would be practicable to adopt and apply an effective system of examination of intending emigrants by American consuls, or officers under their direction, together with the probable cost of maintaining such a system if adopted.—Answer. Yes. It is in my opinion the only practicable system.

In connection with this last inquiry, it will be important to ascertain what original official certification will be required to enable consuls to pass upon the eligibility of the intending emigrant, whether detection of contract laborers and criminals will be materially improved, and to what extent, if any, the laws governing military service would prevent immigration of those within the military age by any system of consular inspection.

Question 5. Is emigration hindered or encouraged by law or regulation? And, if so, what classes in respect of age and condition are affected?—Answer. No.

Question 6. What disposition is made of alien criminals or paupers? Are they returned to the country to which they owe allegiance or sent across the border? And if so, what are the substantial features of the laws or regulations governing their disposal?—Answer. Varies in different cantons and communes.

Question 7. Please furnish also the substantial features of laws regulating emigration, or immigration, if any, in the country where you are stationed.—Answer. The laws of this canton are not different from the general law of Switzerland bearing on the subject.

Question 8. Do you know of any systematic or organized movement to divert immigration from European countries to America of any class of immigrants alleged to be excluded from their own country?—Answer. No.

Question 9. Do you know of any points in the matter of regulating and restricting emigration on which the Government of the country in which you live would be likely to cooperate with the United States?—Answer. I do not.

I have answered the questions as nearly as I can under the circumstances. I have been a consul of this post of St. Gall but three months, and the situation, as to emigration, has changed materially since I was a consul at Zürich some years ago.

Yours, respectfully,

S. H. M. BYERS,
United States Consul.

CONSUL MALMROS, DENIA.

UNITED STATES CONSULATE,
Denia, Spain, August 8, 1891.

JOHN B. WEBER, Esq.,
Chairman, etc., Bremen:

SIR: In answer to your communication, dated London, July 21, 1891, I have to report that there is no emigration of any description or class of persons from this consular district to the United States, nor is there in this district any public or private corporation or association of persons promoting or hindering or desirous of promoting or hindering emigration to the United States.

Alien criminals are delivered up to foreign authorities only in case an extradition treaty exists between Spain and the country to which the alien criminal owes allegiance.

Alien paupers and beggars are sent across the boundaries of any municipality within which they are found by the local authorities. While foreign paupers are within the boundaries of any municipality they have to depend upon private charity, principally upon the charity of the consul of their nationality in case such a consul

happens to be located there. In case there is no such consul in the place the local authorities, in sending a pauper beyond the corporate limits, will sometimes give him about 20 cents. This at least is the practice in this consular district, as I am informed by the mayor of the town of Denia.

Very respectfully,

OSCAR MALMROS,
Consul.

P. S.—I shall try to have this letter forwarded by registered mail, but am doubtful whether it can be done at the Denia post-office.

CONSUL FLETCHER, GENOA.

CONSULATE OF THE UNITED STATES OF AMERICA,
14 Via Assarotti, Genoa, September 10, 1891.

Hon. J. B. WEBER,
Chairman Immigration Committee
(Care of United States consul at Bremen):

DEAR SIR: Since the receipt of your confidential circular I have been making strict inquiry regarding immigration from this section of Italy to the United States, but after all my efforts I can not add anything to what I have reported to the State Department in my dispatch No. 124, dated October 26, 1886, and in my dispatch No. 182, dated September 26, 1888, on this subject. The former report will be found on pages 257-260, in a volume, red cover, published in 1887 by the Department of State, entitled "Emigration and Immigration, 1885-'86." I do not know as my dispatch No. 182 was ever printed, but a copy thereof can be obtained from Hon. William F. Wharton, Assistant Secretary of State. Further, as late as March 18 and May 31, 1890, I had correspondence with Hon. Frank L. Dingley, special commissioner of the State Department, on this same subject. On replying to him, as I now do to you, the gentleman came to Genoa and learned from personal investigation that to my reports aforesaid nothing new could be added.

Although the two dispatches mentioned cover many pages, I can give you a summary very briefly: "No emigrants have ever left this city, either by steamer or by sailing vessel, bound for the United States." * * * "The departure of such emigrants takes place only at Naples and Palermo."

The above quotations are copied from the chief of police's report to me, for, be it understood, if Italian law is enforced no one can leave a port of Italy unknown to the police.

It only remains for me, then, to reply to your interrogatory No. 4. In my opinion it would be practicable to adopt and apply an effective system of examination of intending emigrants by officers under direction of American consuls "or by special agents appointed by our Government. The latter, I think, would be more preferable, because they would be individually responsible to the Government and could not cast blame on the easy-going ways or the rigidity of consuls, whichever the case might be."

If this system was adopted it looks to me that it would be satisfactory to foreign governments also, for they must see that if the emigrant is passed upon satisfactorily at home he does not run the uncertainty of detention, as under existing regulations, on arrival at ports in the United States.

The emigrant should be obliged to meet *all* the expenses of examination; the amounts charged should be graded according to number of applicants. The second section of interrogatory No. 4 is answered by the following quotation from my dispatch No. 124, above mentioned:

"All natives of Italy are supposed to have passports when they leave the kingdom. To obtain such the applicant must procure from the municipality of his native city or town a certificate of birth, giving therein age, name, and names of petitioner's parents. On this certificate is also added the applicant's liability for, or exemption from, military duty. Further, the court records are examined, and if any misdemeanors are charged against the man, a statement to this effect is forwarded to police headquarters. The petitioner must present his certificate of birth to the local chief of police, and this officer, on examination of all papers in the case, either issues or refuses a passport. Before the individual can sail for a foreign land all his papers are again examined by the police at the port of embarkation. Without a passport, therefore, it seems impossible, except by great cunning, to leave Italy by sea for other countries."

From the above language the conclusion can be drawn that the chief of police of

the native town of the intending emigrant can give the examining officer all information desired about the candidate for American honors.

Could I have received certain answers to certain question asked by me of certain high authorities in this province, you would not have had to wait so long for this advice.

Yours very respectfully,

JAMES FLETCHER,
United States Consul.

DR. COHN'S STATEMENT OF BERLIN JEWISH COMMITTEE WORK.

In the body of the report reference is made to the statement of Dr. H. M. Cohn, of Berlin, relative to statistics showing the number and destination of Jews driven from Russia who had been aided by the Jewish committees.

He says: "It is not possible to give you an exact report, but only some partial results based upon numbers aided at Königsberg, Hamburg, and Stettin, but outside of these so few passenger tickets have been delivered that the numbers at these places give a true picture of the whole movement."

Königsberg is near the Russian frontier and those aided at Hamburg and Stettin embraced the same persons aided at Königsberg.

KÖNIGSBERG.

"From the beginning of July to September 17, 1891, there were 4,309 applicants. Of these 1,148 were refused help, 433 were sent back to Russia, 595 received partial help, 2,133 received passenger tickets. Column A, in the accompanying table, shows the destination of the 595 people who received partial help; column B of those who received passenger tickets.

HAMBURG.

"Column C shows destination of the emigrants aided by the Hamburg committee in August, 1891."

STETTIN.

"Column D shows emigrants dispatched in July; E those for August. Stettin sends to the United States by special steamers, generally once every month.

"The total expenses to the end of September for all these points reached about 1,000,000 marks, but it should be remembered that this takes in the whole of Germany and those coming to the Austrian frontier as well. As the first cost of the installation of the committees was very high, and railway tickets, medical advice, refreshments, etc., were to be paid, every emigrant receiving such aid free of cost to themselves, at the outside not more than 600,000 marks have been paid for passenger tickets to the end of September. The greatest number of these tickets were issued for American points, as is shown by the table, but it must be borne in mind also, that in August and September no emigrants could be forwarded to the Argentine Republic, as the arrangements made under Baron Hirsch's plan had not at that time been effected. Now, however, we can send to the Argentine Republic 300 emigrants per week, and this number is to be increased later on. It must be borne in mind also that a number of those who go to America are sent back again. The United Hebrew Charities of New York send back every year from 1,000 to 1,200 Russian emigrants. When this point is taken into consideration it may not be an exaggeration to say that up to the present time more Russian Jews have been sent back from America to Russia than are sent from Russia to America, so far as the help of our committees is concerned." *

* See Vol. I, page 23, *et seq.*

Statement of Dr. H. M. Cohn, of Berlin, showing the number and destination of Jews driven from Russia, who were aided by the Jewish committee.

KÖNIGSBERG, JULY 1 TO SEPTEMBER 17.

A.—Destination.	Partial help.	B.—Passenger tickets.	A.—Destination.	Partial help.	B.—Passenger tickets.
Albany.....	4	5	Christiana.....		
Amsterdam.....	2	2	Cincinnati.....		
Argentine Republic.....	47	91	Cleveland.....		
Baltimore.....	24	56	Columbia.....		
Belgium.....	4	1	Dublin.....		
Boston.....	8	12	Glasgow.....		17
Chicago.....	51	49	Helena, Mont.....		4
Frankfurt, Germany.....	3		Hirschberg, Germany.....		7
Hamburg, Germany.....	21	31	Leeds.....		4
Hartford.....	1	1	Minneapolis.....		6
Liverpool.....		7	Nashville.....		5
London.....	9	21	New Illowo.....	1	1
Manchester.....	8	15	Paris.....		13
New York.....	284	933	Palestine.....		8
Philadelphia.....	113	751	Quebec.....		3
Pittsburg.....	5	12	Rio de Janeiro.....		17
Utica.....	3	2	Switzerland.....		2
Frontier of Russia.....	8		Washington.....		15
Bavaria.....		4			
Bay City.....		4			
Brooklyn.....		8			
			Total.....	595	2,136

HAMBURG—AUGUST.

C.—Destination.	Whole tickets.	One-half tickets.	One-quarter tickets.	C.—Destination.	Whole tickets.	One-half tickets.	One-quarter tickets.
New York.....	640	280	66	St. Louis.....	14		1
Chicago.....	125	48	12	St. Clair (Michigan).....	2		
Baltimore.....	172	64	23	Bristol.....	5	3	1
Boston.....	222	90	22	London.....	65	48	12
Montreal.....	303	179	31	Leeds.....	14	5	
Philadelphia.....	238	126	22	Manchester.....	17	8	2
Quebec.....	18	6		Hull.....	14	3	1
Lancaster.....	1			Nottingham.....	4	8	2
Portsmouth.....	2			Grimsby.....	8	4	
Milwaukee.....		2		Glasgow.....	7	1	
Pateron.....	1			Chester.....	2		
Detroit.....	1			Sunderland.....	2	1	1
Syracuse.....	2			Edinburg.....	1	2	2
Pittsburg.....	1			Dublin.....	1	2	1
Canton (Ohio).....	2			Dundee.....	1		
Hamilton.....	2	1		Bradford.....	2	1	1
Cape.....	2			Liverpool.....	16	9	3
Providence.....	6			Havre.....	2		
New Orleans.....	4	2		Rotterdam.....	1		
Winnipeg.....	16	1	2	Amsterdam.....	13	3	2
Atlanta.....	1			Buenos Ayres.....	196	31	56
Reading.....	5	4					
Manitoba.....	2	2		Total.....	2,152	934	263

C.—STETTIN.

Destination.	D.—July.	E.—August.	Destination.	D.—July.	E.—August.
Boston.....	20½	11	Chicago.....	16½	46
New York.....	141	311	Atlanta.....		3
Pittsburg.....	4		Grand Rapids.....		1
St. Louis.....	5	2	Harrisburg.....		1
Quebec.....	1		Seranton.....		5
Baltimore.....	3	22	New Haven.....		1
Philadelphia.....	22½	72	Milwaukee.....		3

It is to be remembered that Stettin only delivers tickets for special steamers (to America).

A.—Königsberg only gives the numbers of persons. No distinction is made between adults and children.

B.—Hamburg mentions the sort of tickets delivered, if whole, half, or quarter tickets (according to age of emigrant).

Copy of circular sent by central committee of Jewish aid association to all subordinate committees and referred to in Volume I.

CENTRAL COMMITTEE, 35 RUE DE TREVISE,
ALLIANCE ISRAELITE UNIVERSELLE,
Paris, June 2, 1891.

Esteemed Mr. PRESIDENT:

You have surely received our appeal of yesterday. We send you herewith the protocol of resolutions passed. We will send, as soon as possible, the addresses of bankers to whom moneys can be forwarded.

Respectfully,

ISIDOR LOEB,
Secretary.

RESOLUTIONS.

1. A meeting shall be speedily called, with as little publicity as possible, in order not to increase emigration. The committees of Berlin, Frankfort, Cologne, Hamburg, Breslau, and Vienna are requested to send in the names of banking firms in their cities to which funds may be sent, forthwith.

2. The committee at Königsberg is requested to enter into communication with the Jewish communities in the interior of Russia in order to assist the needy there and detain them in the country. For this purpose the central committee of the Alliance Israelite Universelle assigns to this committee 60,000 francs. The committee at Berlin is requested to cooperate with the committee at Königsberg.

3. The head committees at Berlin, Vienna, Hamburg, Breslau, and Frankfort are requested to take care of the emigrants who have crossed the border in the following manner:

(a) To speedily send those who have means to points where they desire to go, leaving them to follow their own inclinations in that matter.

(b) All others shall be assisted and the authorities prevailed upon not to send them back to Russia, trying not to concentrate them in great masses.

(c) To ascertain meanwhile the number, age, trade, ability for work of the detained emigrants, with the number in each family, inquiring where the family want to go to, where it has relatives or friends who will assist them, and send such information with appropriate notices to the head committees at Berlin, Hamburg, and Frankfort.

(d) As far as possible to induce emigrants not able to work to return to Russia, and assist them to that end. This class will be better off there than in a strange land.

4. Meanwhile the Alliance Israelite Universelle will endeavor to obtain information about transatlantic republics, especially Argentina, Brazil, and Canada (it is hardly possible to think now of any other country) and take measures to send able-bodied emigrants where conditions are most favorable. All other above-named measures are taken with a view to gain time in order to complete such difficult arrangements.

5. As a preliminary step to such final arrangements one or two persons will be sent there to assist the emigrants, to protect them from violence or oppression which may be feared and also to assist them with the good-will of their coreligionists who live there, although in limited numbers. Collections made everywhere will be used for this purpose and the above-named head committees are requested to send us weekly statements, if possible, of their income and expenses. It is hoped that in a month we can commence operations of sending emigrants there.

6. The head committees are requested to send us daily reports of the number of emigrants, their destination, if they paid their own passage, etc.

7. All donations of committees, communities, or individuals must be made to the above-named head committees.

P. S.—In the Argentine Republic the above-named officers must speak Spanish; in Brazil, Portuguese; and in Canada, English.

For the time being, shipping of emigrants either to the United States or any other country (except as above mentioned) can not be thought of.

LIST OF WAGES AND PRICES OF FOOD AND HOUSE RENT.

[Referred to in Volume I, p. 105, *et seq.*]

BUDA-PESTH, HUNGARY.

Price of wages.—Carpenters, from 1 florin 40 kreutzers to 1 florin 80 kreutzers per day; bricklayers, from 1 florin 50 kreutzers to 2 florins per day; stone-masons, from 1 florin 60 kreutzers to 2 florins 25 kreutzers per day; blacksmiths, from 1 florin 30

* 1,000 kreutzers make a florin, equal to about 40 cents of our money; a kilogram is equal to about 2.2 pounds.

krentzers to 1 florin 80 krentzers per day; tinsmiths, from 1 florin 30 krentzers to 2 florins per day; locksmiths, from 1 florin 40 krentzers to 2 florins 25 krentzers per day; laborers, from 85 krentzers to 1 florin 25 krentzers per day. The law prohibits a person from pursuing more than one business or vocation.

Prices of provisions per kilogram.—Beef, 65 to 80 krentzers; pork, 65 to 70 krentzers; potatoes, 5 to 8 krentzers; flour, 12 to 19 krentzers; bread, 14 to 15 krentzers; sugar, 42 to 46 krentzers; coffee, 1 florin 40 krentzers to 2 florins 20 krentzers; tea, 3 florins to 12 florins. The ordinary laborer lives principally upon rye bread, soup, cheap vegetables, and once or twice a week salt or smoked meats.

Room rent for working class of people.—One room and kitchen, from 100 to 260 florins per year; two rooms and kitchen, from 160 to 380 florins per year; three rooms and kitchen, from 360 to 520 florins per year.

EPERJES, HUNGARY.

Price of wages.—Carpenters, from 1 florin 30 krentzers to 1 florin 60 krentzers per day; bricklayers, from 1 florin 40 to 1 florin 80 krentzers per day; stone-masons, from 1 florin 40 krentzers to 1 florin 60 krentzers per day; blacksmiths, 6 florins per week and board; tinsmiths, from 5 to 7 florins per week and board; locksmiths, from 6 to 8 florins per week and board; laborers (men), from 1 florin 10 krentzers to 2 florins per day; laborers (women), from 60 krentzers to 80 krentzers per day.

Prices of provisions per kilogram.—Beef, from 48 krentzers to 52 krentzers; pork, from 52 to 55 krentzers; potatoes, 3 krentzers; flour, from 13 krentzers to 19 krentzers; bread, from 6 to 12 krentzers; sugar, from 42 krentzers to 44 krentzers; coffee, from 1 florin 8 krentzers to 2 florins 2 krentzers; tea, from 3 florins to 10 florins.

Rental of apartments for laboring classes.—One room and kitchen, from 60 to 80 florins per year; two rooms and kitchen, from 100 to 120 florins per year; three rooms and kitchen, 150 to 200 florins per year.

MUNICH, BAVARIA.*

List of wages (reduced to our currency).—Carpenters (per week), from \$6 to \$7.50; blacksmiths (per week), from \$3.75 to \$5.25; masons (per week), from \$6 to \$7.50; tailors (per week), from \$3.50 to \$3.75; shoemakers (per week), from \$3 to \$4.25; laborers (per week), from \$4.25 to \$4.50. Farm laborers per day—men, with board, from 23 to 31 cents; women, with board, from 15 to 28 cents; men, without board, from 38 to 47 cents; women, without board, from 23 to 35 cents. In the summer season farm laborers are required to work from 13 to 15 hours per day.

Cost of provisions.—Beef, per pound, 17 to 19 cents; pork, per pound, 16 to 20 cents; coffee, per pound (roasted), 32 to 50 cents; coffee, per pound (unroasted), 29 to 35 cents; tea, per pound, 60 to \$1.12; potatoes, per bushel, 37 to 62 cents; beer, per liter, 6½ cents.

CRACOW—GALLICIA.†

List of wages.—Rough carpenters, 1 to 1½ guldens per day; finishing carpenter and cabinet-maker, 1 to 3 guldens per day; bricklayers, 1½ to 1¾ guldens per day; tinsmiths, 1 to 2 guldens per day; grain-handlers, 1 gulden to 1 gulden 20 krentzers per day; laborers, 60 krentzers to 1 gulden per day; first-class house servants, from 50 to 80 guldens per year, with board and lodging.

Prices of provisions.—Beef, 26 to 30 krentzers per pound; potatoes, 2 guldens per 100 pounds; rye bread, 7 krentzers per pound; sugar, 18 krentzers per pound; coffee, 60 krentzers to 1 gulden 20 krentzers per pound; tea, from 75 krentzers upwards.

CONSUL WAMER, COLOGNE.

UNITED STATES CONSULATE,
Cologne, October 23, 1891.

MR. WALTER KEMSTER, M. D.,

Member Special Commission, United States Treasury Department:

In reply to your interrogatories concerning wages and the cost of different articles of food in this consular district, I submit to you the following figures:

Wages (per diem).—Masons, in summer, 4 marks; in winter, 3 marks;‡ carpenters,

* 10 to 12 hours constitute the work day.

† An Austrian gulden is equivalent to a florin.

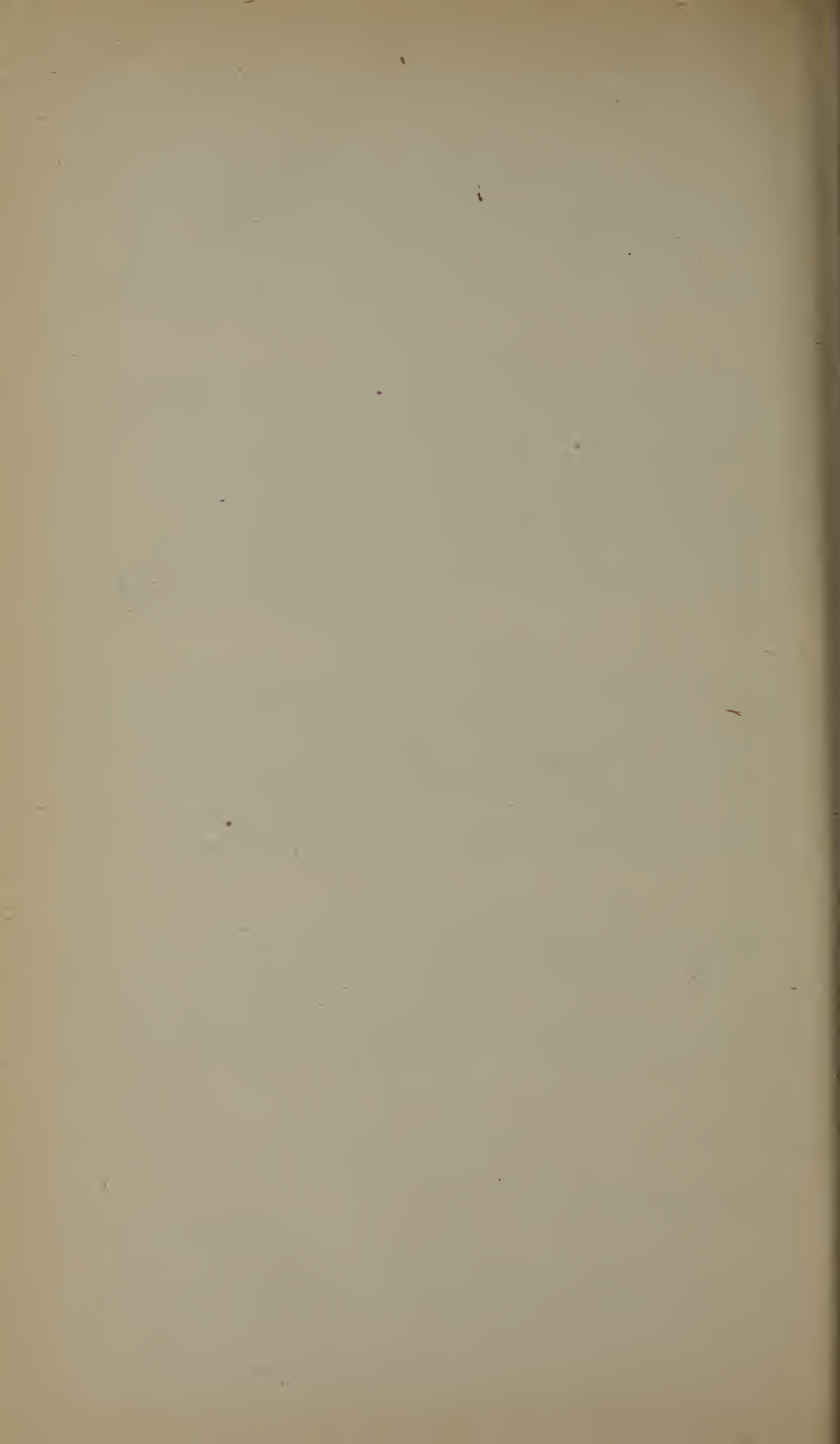
‡ A mark, containing 100 pfennige, is equal to about 24 cents.

from 2.50 to 4 marks; locksmiths, from 2.50 to 3.50 marks; blacksmiths, from 2.50 to 3.50 marks; day laborers, from 2.20 to 3 marks; farm laborers, without board, 2 marks.

Cost of different articles of food.—Rye, 24 marks per 100 kilos; wheat 23 marks per 100 kilos; oats, 15 marks per 100 kilos; beef meat, 70 pfennige per one-half kilo; veal, 70 pfennige per one-half kilo; mutton, 70 pfennige per one-half kilo; smoked bacon, 80 pfennige per one-half kilo; salt bacon, 70 pfennige per one-half kilo; lard, 80 pfennige per one-half kilo. Black bread costs about 25 pfennige per kilo.

Very respectfully,

WM. D. WAMER,
United States Consul.



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